

A CONCEPTUAL FRAME OF REFERENCE FOR DESCRIBING AND
ANALYZING NONINSTRUCTIONAL PLANNING ACTIVITIES
OF A COMPREHENSIVE COMMUNITY COLLEGE

By

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A DISSERTATION PRESENTED TO THE GRADUATE SCHOOL
OF THE UNIVERSITY OF FLORIDA IN
PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF DOCTOR OF PHILOSOPHY

UNIVERSITY OF FLORIDA

1984

This project is dedicated to my sons Matthew William
Lembcke and Thomas Charles Lembcke for their understanding,
patience, and support throughout this research project.

ACKNOWLEDGMENTS

This research project resulted from the continued support of many people including Dr. James L. Wattenbarger who chaired the doctoral committee, and Dr. Arthur J. Lewis and Dr. John M. Nickens who served as members of the doctoral committee. Special thanks are given also to Dr. Michael Y. Nunnery who introduced the author to Dan E. Inbar's conceptual frame of reference, to Dr. Charles O. Ferguson and other members of the Florida Junior College at Jacksonville staff who provided assistance and support throughout the research project, and to Ms. Sherrie E. Johnson who assisted in the preparation of the dissertation.

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Abstract of Dissertation Presented to the Graduate School
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August, 1984

Chairman: Dr. James L. Wattenbarger

Major Department: Educational Administration and
Supervision

The problem of the study was to determine the utility of Dan E. Inbar's 1980 conceptual frame of reference for describing and comparing noninstructional planning activities in the areas of facilities, finance, and personnel from 1978 to 1983 at a selected, large, multicampus, comprehensive, community college.

Seven sets of institutional planning activities that resulted in seven major and planned changes at Florida Junior College at Jacksonville (FJC) from 1978 to 1983 were identified and validated using a historical case study approach. Dimensions of planning described by Inbar (goal orientations, types of knowledge, planning strategies,

patterns of implementation, and planning objects) were assigned to the seven sets of planning activities based on Inbar's 16 operational definitions. Profiles of the assigned major and minor planning dimensions were compared with Inbar's schema.

Six of the seven sets of planning activities were found to match Inbar's conceptual frame of reference. Therefore, it was concluded that Inbar's conceptual frame of reference generally was useful for describing and comparing planning activities. In addition, the following conclusions were drawn from the study: (a) operational definitions were generally comprehensive and usable; (b) planning dimensions were generally important, consistent, and adequate for describing abstract features in these planning activities; (c) quadrants generally represented logically related constructs that enabled the user to compare and contrast diverse and complex features in these planning activities; (d) the schema broadened the nature and scope of legitimate approaches to educational planning; and (e) the schema provided a systematic process for describing and comparing planning activities.

Inbar's conceptual frame of reference, it was further concluded, made future research possible that will expand knowledge and understanding about educational planning and improve planning outcomes. Further research was suggested to determine the frequency of various types of planning, the consistency of planning dimensions within a type of planning, the possible interaction among and between types of planning,

appropriate measurements of successful planning outcomes for various types of planning, possible trends and forces impacting educational planning processes and resources, and issues related to the management of educational planning activities.

CHAPTER ONE INTRODUCTION AND RATIONALE

Introduction

Unprecedented social, economic, political, and technological changes in trends and values have presented new challenges to community college educators. Inflation, demographic shifts, unemployment, declining and changing student enrollment patterns, decreasing financial support resulting from a taxpayers' revolt, public pressure for more efficiency and accountability, and increased demands for a curriculum of immediate utility are but a few of the challenges that faced community college educators in the 1980's.

In 1983, Keller (p. 3) predicted that by 1995, between 10% and 30% of America's 3,100 colleges and universities would be closed or merged with other institutions. Keller (1983, p. 3) speculated that small private colleges, state colleges, and community colleges would be the worst hit.

On the other hand, Hollowood (1979, p. 1) argued that colleges and universities had proved to be "enduring and adaptable" over the years, and had accommodated change while actively pursuing renewal. Hollowood (1979, p. 1) insisted

that higher educational institutions had passed through a number of significant periods of unrest. He argued that the current issue was not whether colleges and universities would survive, but what would be their purpose and nature after this current period of unrest.

The importance of planning as a basic function of administrative management was recognized as early as 1916 by Fayol and later by Gulick and Urwick in 1937. All perceived planning as a study of the future and the arrangement of a plan for operations (Gulick and Urwick, 1937, p. 119). By the 1980's, institutional planning in higher education was perceived by many as an essential management activity for expanding institutional capacity for adaptability and endurance. Unfortunately, planning was also perceived as in "a turbulent state of affairs" characterized by theoretical disagreement and confusion (Keller, 1983, p. 99).

American higher education entered a new era in the 1980's requiring a more sharply defined sense of how institutions should be governed, managed, and led, according to Keller (1983, p. 27). Yet, "one of the most significant developments in postwar academic life has been the progressive breakdown of governance and leadership" (Keller, 1983, p. 27). Keller explained:

University executives have shied away from applying their analytical intellects and powers of persuasion to the design of their institutions' futures because the field of planning itself has been in disarray for at least a dozen years now. The old idea of planning, which is the one most people in academia still carry in their brains, has been largely discredited. (p. 100)

In 1977, Freeman (1977a p. 43) reported that self-designed institutional planning systems had met with many false starts, frustrations, and failures. There was a lack of theoretical underpinnings for comprehensive planning, he argued, and the lack was due to "limited experience, lack of research, and the absence of any formal system for exchanging information" (p. 43). Lamenting the lack of a general planning theory, Freeman (1977a) stated:

Though the development of a general theory to guide comprehensive planning probably is some distance away, planners are well advised to devote sufficient time to evaluating the success of efforts in similar institutions, defining their purposes and goals, and establishing explicit guidelines for the design, development, and implementation of a planning system for their institution. (p. 44)

The need for clarification and improvement in institutional planning for higher education in the 1980's was paramount. It was believed that through enhanced knowledge and understanding of educational planning, planners could sharpen and focus their analysis of practical planning problems and subsequently improve planning outcomes. The following research project was conducted to determine if a new planning conceptual frame of reference developed by Dan E. Inbar (1980) was useful for enhancing knowledge and understanding of educational planning practices.

Scholars and practitioners have suggested that one of the primary purposes of a theory is to enhance one's understanding of reality (Hall & Lindzey, 1978, p. 9; Hoy & Miskel, 1978, p. 25; Kimbrough & Nunnery, 1983, p. 240; Unruh, 1975, p. 64). Hoy and Miskel (1978) stated:

Concepts and theories enable the practitioner to "make sense" out of the complexities of reality and thus provide for strategic and rational action. Without useful concepts and theories, both researchers and practitioners flounder aimlessly on a random tide of events. (p. 23)

Kimbrough and Nunnery (1983, p. 243) described four essential and common characteristics of a theory: (a) a theory was not developed through prescribed procedures; (b) a theory was tested indirectly through hypotheses; (c) postulates within a theory were logically related and added to a consistent whole; and (d) a theory included empirical definitions to enable the user to move from the abstract to the observable.

Griffiths (1959, p. 45) defined a theory as "a set of assumptions from which a set of empirical laws (principles) may be derived" (p. 45). Hoy and Miskel (1978, p. 23) added that a theory guided action because it provided a basis for decision making on practical everyday questions.

The practitioner's need for a frame of reference for raising questions and testing hypotheses was stressed by Unruh (1975, p. 59). Hall and Lindzey (1978, pp. 12-15) claimed that the purpose of a theory was to expand knowledge systematically. Hall and Lindzey (1978) stated:

1. [Theory] leads to the collection of observation of relevant empirical relations not yet observed.
2. [Theory permits] the incorporation of known empirical findings within a logically consistent and reasonably simple framework. A theory is a means of organizing and integrating all that is known concerning a related set of events.
3. [Theory prevents] the observer from being dazzled by the full-blown complexity of natural or concrete events. The theory is a set of blinders and it tells

its wearer that it is unnecessary to worry about all of the aspects of the event one is studying. . . . The theory specifies to the user a limited number of more or less definite dimensions, variables, or parameters that are of crucial importance. (pp. 12-15)

Hall and Lindzey (1978, p. 10) argued that theories were never true nor false even though their implications or derivations might be true or false. Because theory was constructed in a creative and rather arbitrary manner, theory was a conventional choice that was either useful or not useful (Hall & Lindzey, 1978, p. 10). Hall and Lindzey (1978) explained:

Theory itself is assumed and acceptance or rejection of it is determined by its utility, not by its truth or falsity. In this instance, utility has two components--verifiability and comprehensiveness. Verifiability refers to the capacity of the theory to generate predictions that are confirmed when the relevant empirical data are collected. Comprehensiveness refers to the scope or completeness of these derivations. (pp. 12-13)

Griffiths (1959, p. 11) emphasized the instability of theory but argued that instability was not necessarily a deterrent. Suggesting a pyramiding effect, Griffiths (1959) wrote:

Theories are not built for eternity. Theories are developed to help in the identification and clarification of problems here and now and in the immediate future. They are also constructed so that better theories might be built in the future. Theory building might be construed as a pyramiding task. Present theories rest on those of the past. When one examines past theories, even in the physical sciences, one notes the theories which were demonstrated to be untrue. (p.11)

Kimbrough and Nunnery (1983, pp. 243-244) summarized four basic functions of a theory. The first function was a descriptive or taxonomic function wherein a theory provided

"a framework or classification scheme that enables the user to 'fit' what is observed or known about a particular group of events" (Kimbrough & Nunnery, 1983, p. 243). Griffith (1959, p. 17) argued that a set of related assumptions or constructs that merely described reality was a taxonomy and not necessarily a theory. Griffith (1959, p. 17) explained that a theory allowed for the development of testable hypotheses.

The second function of a theory, according to Kimbrough and Nunnery (1983, p. 244), was an explanatory function which provided explanations for possible relationships among events. The third function of a theory was a predictive function which differed from the explanatory function in terms of future rather than present or past timeframes (Kimbrough & Nunnery, 1983, p. 244).

As theory gave rise to derivations, Kimbrough and Nunnery (1983) argued, some formulations led to further discoveries. The fourth and heuristic function of a theory provided a conceptual framework for further discovery and refinement (Kimbrough & Nunnery, 1983, p. 244).

In 1980, Dan E. Inbar of the Hebrew University of Jerusalem developed and published in Review of Educational Research a conceptual frame of reference for classifying and analyzing educational planning. Inbar (1980) designed his conceptual frame of reference to help planners clarify planning activities. His schema emerged from a comprehensive review of theoretical approaches to educational planning.

Inbar's (1980) conceptual frame of reference was based on descriptive and prescriptive theoretical grounds. According to Inbar (1980), the discrepancies between the descriptive and prescriptive pointed to possible hypotheses regarding components of failure. Inbar's (1980) conceptual frame of reference did not directly address empirical evaluation of educational planning outcomes. However, it did present some basic concepts from which such comparative evaluation could take place.

Inbar (1980) described four quadrants of planning activities in his conceptual frame of reference. Each quadrant was developed from a combination of 16 types within the following five dimensions of planning:

1. Goal orientations
2. Types of knowledge
3. Planning strategies
4. Patterns of implementation
5. Planning objects

Inbar's (1980) four quadrants represented a schema for describing and comparing educational planning activities.

Inbar's (1980) conceptual frame of reference appeared to be a comprehensive schema. However, in its initial stage, the schema fell short of being a comprehensive educational planning theory because Inbar (1980) offered no real basis on which the schema fulfilled the explanatory, predictive, or heuristic functions of a theory. If through research the schema could be found to enable the user to describe and

compare reality with some degree of accuracy, then the schema might warrant further research to determine whether or not it provides the bases for a general planning theory that will improve planning outcomes.

Statement of the Research Problem

The problem of this research study was to determine the utility of Inbar's (1980) conceptual frame of reference for describing and comparing educational planning activities from 1978 to 1983 at a selected, large, multicampus, community college. This research project sought answers to the following research questions:

1. What were some of the major and planned noninstructional institutional planning activities from 1978 to 1983 in the areas of facilities planning, financial planning, and personnel planning at a selected, large, multicampus, comprehensive community college and to what extent did they match Inbar's (1980) conceptual frame of reference?
2. If the planning activities generally were found to match Inbar's (1980) conceptual frame of reference, what were some areas of further research that might lead to improved educational planning outcomes?

Delimitations and Limitations

The research project was limited to the study of educational planning practices that occurred from 1978 to 1983 at one selected, Florida, large, multicampus, comprehensive, community college. The educational planning activities studied were limited to those associated with major and planned changes identified within three noninstructional institutional planning areas of facilities planning, financial planning, and personnel planning.

Assumptions

It was assumed that large, multicampus, comprehensive, community college personnel conducted planning activities from 1978 to 1983. It was also assumed that major and planned changes identified in this study resulted from educational planning activities that could be identified through interviews with people directly involved in the planning activities, and through examination of planning documents and other historical records associated with specific planning activities.

Methodology

In order to determine the utility of Inbar's (1980) conceptual frame of reference, planning activities of a community college were identified and validated using a

historical case study approach. Descriptions of the identified planning activities were then categorized and profiled using Inbar's (1980) operational definitions, planning dimensions, and quadrants. Profiles of the planning activities were then compared with Inbar's (1980) conceptual frame of reference to determine the degree to which the profiles matched at least one of the four quadrants.

Identification and Validation of Planning Activities

Planning activities from 1978 to 1983 at Florida Junior College at Jacksonville (FJC), a large, public, multicampus, comprehensive, community college in Jacksonville, Florida, were identified in three noninstructional areas of institutional planning: facilities planning, financial planning, and personnel planning. A brief institutional profile of FJC is provided in Appendix A.

The author interviewed three collegewide administrative officers at FJC responsible for three respective functional areas of facilities, finance, and personnel to identify major and planned changes that had transpired at FJC from 1978 to 1983. Based on the data obtained from the interviews, the author developed written descriptions of seven major and planned changes and submitted each description to the respective collegewide administrative officer for review and validation. The seven changes were reviewed and validated as major and planned, and as having transpired from 1978

to 1983 by the Executive Vice President (EVP) who had been the chief administrative officer of the College throughout the five-year period.

The three collegewide administrative officers responsible for the functional areas of facilities, finance, and personnel were then interviewed by the author to (a) identify personnel who were involved directly in planning activities leading to these seven major and planned changes, and to (b) identify files, reports, and other official written documents that were directly related to the planning activities leading to the seven major and planned changes.

The author then reviewed all recommended documents that were primary resource documents located in official College files. The correspondence reviewed in the files consisted of originals or signed copies. All plans, grant proposals, and reports reviewed by the author were originals or official filed copies. A complete list of documents reviewed is provided in Appendix B.

Data gathered from the review of documents were organized into chronological listings of major events for each set of planning activities. Important data that were not necessarily available in the documents, such as goals and strategies, were gathered from interviews with appropriate personnel.

The author then interviewed selected personnel who were primary resources employed by the College at that time and who were direct participants in the planning activities to supplement and verify data gathered from document research

activities. For planning activities related to the construction of two new facilities, collegewide Facilities Department staff responsible for the two construction projects as well as an employee who served as a community liaison on special advisory committees were interviewed. For planning activities related to a new faculty certification program, the chairman of a certification planning committee and Personnel Department staff who worked with committees members were interviewed. For planning activities related to a new employee orientation program, the counselor who implemented the program and the former Director of Personnel who supervised the counselor were interviewed. For planning activities related to a new personnel payroll system, task force members and administrators responsible for the College's payroll and disbursements were interviewed. For planning activities related to the reorganization of the Finance Department, the head of the Finance Department and staff who provided technical assistance in the planning process were interviewed. For planning activities related to changes in the budgeting process, FJC's chief fiscal officer, who had also served as a campus business officer during the early years of the budgeting process, was interviewed.

The Executive Vice President also was interviewed for the seven sets of planning activities because he was responsible for all institutional planning activities throughout the five-year planning period. He also coordinated all seven sets of planning activities at the collegewide level. As a member

of the President's Cabinet, he participated in all of the deliberations related to recommendations and proposals generated from the planning activities. A list of personnel interviewed is provided in Appendix C.

General descriptions and chronological listings of the major events within the seven sets of planning activities were developed by the author from data gathered from the documents and interviews. These descriptions and chronological listings were then reviewed and validated first by the respective interviewed personnel and later by the Executive Vice President. General descriptions of the seven sets of planning activities are presented in Chapter Three. More lengthy and detailed chronological listings of major events and other supporting data are presented in Appendices D, E, F, G, H, and I.

Analysis of the Data

Seven sets of planning activities were analyzed, classified, and compared with Inbar's (1980) conceptual frame of reference. Using Inbar's (1980) 16 operational definitions and five categories of planning definitions, the author identified major and minor planning dimensions that were profiled for each of the seven sets of planning activities and compared with Inbar's (1980) schema. If four of the five major dimensions within a set matched one of the four quadrants in Inbar's (1980) schema, a dominant quadrant was assigned. If four of the five remaining major and/or minor dimensions matched other quadrants in Inbar's (1980) schema,

minor quadrants were assigned to supplement dominant quadrants and provide a more complete summary of various features in the seven sets of planning activities. Summaries of the findings from the analyses are presented in Chapter Four. Conclusions drawn from the findings are presented in Chapter Five.

Definition of Terms

Allocative goals. Inbar (1980) defined allocative goals as planning outcomes related to anticipating, planning, and allocating resources needed in education, such as manpower, money, aids, and building.

Behavioral goals. Inbar (1980) defined behavioral goals as planning outcomes related to behavioral changes usually reflective of preferred values and ideals.

Comprehensive community college. A comprehensive community college is defined as a two-year postsecondary educational institution with an approved mission to provide (a) general education and university parallel programs; (b) occupational/technical/vocational education programs; (c) adult and continuing education programs; and (d) compensatory education programs.

Conceptual frame of reference. Inbar (1980) used the term conceptual frame of reference to refer to his schema of related planning constructs by which educational planning activities could be clarified and analyzed.

Construct. Unruh (1975) defined a construct as something "formed or created by a process of mental synthesis and/or by assembling parts or elements into an abstract creation" (p.66).

Dimension. Inbar (1980) used the term dimension to refer to planning constructs about goals, knowledge, strategies, implementation patterns, and objects.

Education. For consistency in the research project, Inbar's (1980) broad definition of education was used. Inbar (1980) selected a definition of education that was developed in 1978 by Cremin (cited in Inbar, 1980) as "the deliberate systematic and sustained effort to transmit, evoke, or acquire knowledge, attitudes, values, skills, and sensibilities, and any learning that results from the effort, direct or indirect, intended or unintended" (p. 380).

Explicit knowledge. Inbar (1980) defined explicit knowledge as well formulated sets of decisions that could be transmitted and translated into operational terms.

Exploration implementation pattern. Inbar (1980) defined exploration as a planning implementation pattern that essentially is a contingency plan in which implementation is part of the endless search for linking interactions in education; exploration was based mainly on professional authority.

Facilities planning area. For purposes of the research project, facilities planning includes activities related to facilities and land acquisition, construction, renovation, relocation, and remodeling.

Financial planning area. For purposes of the research project, financial planning includes activities related to financial management personnel and organization, accounting, information systems development, purchasing, payroll, disbursements, and collections.

Implicit knowledge. Inbar (1980) defined implicit (tacit) knowledge as a mental effort with a heuristic effect. Implicit knowledge provides assistance in problem solving techniques that utilize self-educating techniques to improve behavior (Inbar, 1980).

Incremental strategy. Lindblom (1959) defined incremental strategies (sometimes referred to as disjointed incrementalism) as planning strategies that perpetuate marginal or incremental changes from the status quo.

Institutionalized discipline implementation pattern. Inbar (1980) defined institutionalized discipline as a planning implementation pattern wherein the activation of people along a direct course of action is achieved through contractual relationships backed by formal sanctions.

Large community college. A large community college is defined as a community college with a total full time equivalent annual student enrollment of 15,000 averaged over the period from 1980 to 1983.

Linkage strategy. Inbar (1980) defined a linkage strategy as a type of planning strategy that continuously attempts to link systems with their environments.

Major planned change. Major changes are distinguished from minor changes in that major changes result in changes with collegewide ramifications. Planned changes are distinguished from natural or other types of changes in that planned changes result from deliberate actions.

Manipulative persuasion implementation pattern. Inbar (1980) defined manipulative persuasion as a planning implementation pattern achieved through an intentional process of increasing awareness of selective values and sanctions through unconscious manipulation.

Mixed scanning strategy. Etzioni (1967) defined mixed scanning strategies as a type of planning strategy that combined fundamental and rational change strategies with incremental change strategies.

Multicampus college. A multicampus college is defined as an institution with three or more campuses that, when combined, form a single college under the leadership of one central administration.

Patterns of Implementation. Inbar (1980) defined patterns of implementation as "arrangements of social actions, in a given social space and time, directed at creating the appropriate circumstances to enable the plan to be put into action" (p.7).

Personnel planning area. For purposes of the research project, personnel planning includes activities related to

employment, compensations and benefits, employee orientation, information and records management, counseling, and career planning.

Planning. Planning is broadly defined as a process of bringing about planned change within a social system (Dror, 1963; Inbar, 1980).

Planning objects. Inbar (1980) defined planning objects as the primary focus of planning activities. Inbar (1980) defined four pairs of planning objects: (a) system and subsystem parameters; (b) role and personality; (c) individual and group; and (d) environment and organization.

Rational strategy. A rational (synoptic) strategy is a type of planning strategy that involves a rational and systematic process of setting goals, formulating alternatives, evaluating means against ends and implementing decisions (Berry, 1974; Inbar, 1980).

Reeducation implementation pattern. Inbar (1980) defined reeducation as a planning implementation pattern wherein change in behavior results from changes in attitudes and values.

Review of the Research

From 1978 to 1983, several doctoral studies of comprehensive, long range planning in higher education were reported.

Van Ausdle's (1980b) findings concerning rational, comprehensive, long range planning in higher education was supported by many other research findings. Van Ausdle (1980b) reported:

1. Planning was in a continuous state of evolutionary development.
2. Planning was becoming more formal, structured, and centrally controlled.
3. College constituents were asking for greater participation.
4. Planning was dominated by considerations of resource allocation.
5. Planning was becoming more information based.
6. Planning resulted in formal written plans.

Freeman (1977a, p. 40) reported the findings of a 1976 University of Pittsburgh study of 56 large American research universities to determine which institutions had developed comprehensive planning systems, the characteristics of those planning systems and the degree to which these planning systems were effective. The study confirmed that by 1976, comprehensive planning was still in its infancy and that institutional planning clearly was "in an evolutionary--some would say experimental--stage of development" (p. 43). Little uniformity existed, and interchange among institutions was limited (Freeman, 1977a, p. 43). Freeman (1977a) also suggested:

We need to devise better ways to exchange information and experiences about institutional planning and to identify principles that can be applied in different institutional settings, so that effective approaches can be replicated and processes that prove unproductive are not repeated. (p.43)

Boonprasert (1978), Davis (1980), Freeman (1977b), and Stunard (1980) reported the need for administrators to know more about planning to guide effectively the complex process of long range planning. In addition, Boonprasert (1978), Davis (1980), Helton (1979), and Hepple (1979) supported Freeman's (1977a) conclusions that conceptual approaches to planning varied widely. Jones (1982) analyzed planning documents of two selected universities to determine the extent to which the projected outcomes of the two plans were realized. The study concluded that future enrollment projections were reasonably accurate whereas facilities for public universities were projected much less reliably because of institutional vulnerability to sudden political and economic shifts (Jones, 1982).

Burnstad (1982) studied planning practices of rural community colleges where short range planning practices tended to be emphasized and performed on an informal basis.

Dunham (1982) studied strategic marketing planning for university continuing education programs and concluded that marketing was erroneously defined as promotion and that information about the market and the purchase decision was missing.

Hammerberg (1982) studied financial planning processes at selected private colleges in relation to worth, change, congruence, and process characteristics as perceived by administrators. Results indicated there was a direct relationship between "good" process characteristics and perceptions of process worth, change, and congruence, and that no differences existed in the types of process as involved so long as perceived "good" characteristics were present.

Neumann (1983) compared two antithetical planning models at four community colleges. Implementation and impact of a "personalized/coordinating" planning model were compared with a "mechanistic/controlling" planning model. Neumann designed a four-stage conceptual framework for the initiation, design, introduction, structure, and impact of planning processes (Neumann, 1983).

Brown (1983) concluded there was a gap between actual planning practices of large universities, and advocated planning tasks and process elements of a "rational-comprehensive" approach to planning because of the incongruence posed by organizational characteristics and governance modes of large universities.

Hesse (1983) surveyed characteristics of the organization and operation of the planning function at metropolitan community colleges. He concluded there was a lack of full-time staff and necessary computer resources, that inner

city colleges had the "most qualified planners," and that most suburban colleges relied on "committees" to assist in planning.

Schlesinger (1979) studied linkages between the degree of rationality in planning of upper division universities and integrative attitudes and behavior of organizational members. Schlesinger (1979) concluded personal goals alone played an important role in predicting behavior of individuals and groups. While broad-gauged institutional goals were useful as a performance target, a more accurate depiction of an organization's goals might better be inferred from direct observation of the organization's activities.

Other studies reported in the 1980's concluded there was a need to improve planning processes to better cope with changing and increasing influences on institutions from internal and external environmental trends and forces (Charnley, 1982; Gil, 1982; Knapp, 1981; Shariat, 1980; Stunard, 1980; Van Ausdle, 1980b).

Summary

The need for clarification and improvement in institutional planning for higher education in the 1980's was paramount. It was believed that through enhanced knowledge and understanding of educational planning, planners could sharpen and focus their analysis of practical planning problems and subsequently improve planning outcomes.

The purpose of this research project was to determine the utility of Inbar's (1980) conceptual frame of reference for describing and comparing educational planning. A historical case study approach was used to identify and validate non-instructional institutional planning activities in the areas of facilities planning, financial planning, and personnel planning from 1978 to 1983 at a selected, multicampus, comprehensive, community college. The identified and validated planning activities were then compared and contrasted with Inbar's (1980) schema to determine the degree to which the planning activities matched the conceptual frame of reference. Areas for further research to improve planning outcomes also are suggested.

CHAPTER TWO INBAR'S CONCEPTUAL FRAME OF REFERENCE

Introduction

In 1980, Inbar published in Review of Educational Research a conceptual frame of reference for describing educational planning activities. Embodied in his conceptual frame of reference was a schema of related planning constructs by which educational planning activities could be described and compared. Inbar's (1980) conceptual frame of reference was based on both descriptive and prescriptive theoretical grounds. His schema emerged from a comprehensive review of theoretical approaches to educational planning and a cross-analysis of various classification and basic theoretical assumptions about inherent aspects of the educational process (Inbar, 1980).

Most educational planning theories evolved from a combination of theories borrowed from disciplines and theories such as urban planning, management science, and systems theory. By 1983, the literature on planning was prolific and varied because of the many ways by which planners theorized about planning. Friedman (1953), for example, distinguished normative from positive planning. Platt (1965) differentiated centripetal, centrifugal, and integral types of planning.

Friedmann (1967) differentiated rational and utopian intellectual processes in planning. Morphet and Jesser (1969) differentiated human population, resources, and knowledge/information types of flow processes in planning. Palola and Padgett (1971) differentiated substantive, expedient, and mixed planning. Cartwright (1973) perceived planning as a process for solving simple, compound, complex, or meta problems. Berry (1974) differentiated rational, incremental, mixed scanning, and radical planning. Friedmann and Hudson (1974) perceived planning as the link between knowledge and organized action. Galloway and Mahayni (1977) differentiated procedural from substantive planning. Burchell and Sternlieb (1978) offered physical, social, and economic subcultures as parts of continuously changing planning paradigms. Hudson (1979) differentiated rational (synoptic), incremental, transactive, advocacy, and radical types of planning. Steiner (1979) and Cope (1978, 1981) differentiated strategic and tactical planning from traditional long range planning.

Inbar's Conceptual Frame of Reference

Inbar (1975) perceived educational planning as a process. "Planning involves the entire process of bringing about a particular course of action, and may be defined as the process consciously oriented toward future change of the present situation" (Inbar, 1975, p. 1).

Inbar (1980) introduced the following five dimensions of educational planning that comprised the planning process:

1. Goal orientations
 - (a) Allocative
 - (b) Behavioral
2. Types of knowledge
 - (a) Explicit knowledge
 - (b) Implicit knowledge
3. Planning strategies
 - (a) Rational
 - (b) Mixed scanning
 - (c) Incremental
 - (d) Linkage
4. Patterns of implementation
 - (a) Institutionalized discipline
 - (b) Manipulative persuasion
 - (c) Reeducation
 - (d) Explorative
5. Planning objects (in pairs)
 - (a) System/subsystem parameters
 - (b) Role/personality
 - (c) Individual/group
 - (d) Environment/organization

The interrelationship of the two types of knowledge and the two types of goal orientations provided a basis for four combinations of planning dimensions (quadrants) of educational planning activities. Figure 1 depicts the four quadrants in Inbar's (1980) conceptual frame of reference.

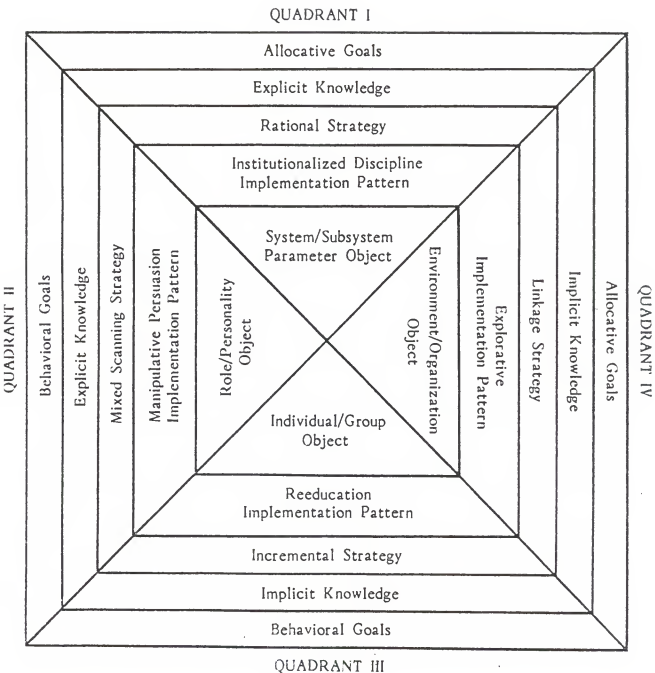


Figure 1

Conceptual Frame of Reference

Adapted from Inbar, D. E. (1980). Educational planning: A review and a plea. Review of Educational Research, 50, 377-392.

Each of the four quadrants depicted in Figure 1 represented a profile of planning activities that were based on different combinations of Inbar's (1980) five dimensions of educational planning. According to Inbar (1980), different combinations of types were not meant to be "mutually" exclusive and could be expected to "overlap" (p. 382). Additionally, planning activities were not expected to fall exclusively into one quadrant. Inbar's (1980) intent was to establish a profile or "the relative weight of the various categories" (p. 382).

Although Inbar (1980) organized the five dimensions into four quadrants, as depicted in Figure 1, he insisted that by no means were these the only arrangements. Inbar (1980) suggested the four quadrants reflected several basic assumptions about the interrelationships of planning dimensions. However, other combinations were possible and acceptable.

Quadrant One

The first quadrant of planning activities represented a rational approach to planning which emerged after the Great Depression and World War II when society mandated large-scale intervention in public affairs; a new repertoire of planning methods evolved at this time (Hudson, 1979). Keller (1983) accredited the beginning of this rational or "management science" approach to planning in higher education with the

advent of the computer in the 1950's and the subsequent emergence of systems analysis, management information systems, and institutional research systems (p. 103).

Goal Orientations

According to Inbar (1980), most educational planning activities in quadrant one were oriented toward allocative goals with respect to the anticipation, planning, and allocation of resources. Specific behaviors reflected by the educational process were always assumed. However, they were never tackled directly in quadrant one (Inbar, 1980).

Planning activities in quadrant one presumed that goals and objectives reflecting social values were decisions made outside the rational planning process. Decisions made within the rational planning process were limited to decisions about the allocation of resources that enabled education to achieve predetermined goals and objectives (Inbar, 1980). The best policy was one that most appropriately and efficiently lead to the achievement of desired ends. The selection of the best policy was accomplished through a systematic and comprehensive analyses of major factors using as much of a theoretical basis as possible (Berry, 1974; Dror, 1963, 1964; Friedmann & Hudson, 1974; Hudson, 1979; Lindblom, 1959).

Logical positivism, a philosophical orientation which detached values from decision making and gave little meaning to speculation about that which cannot be empirically validated, was the philosophical orientation associated with many planners who practiced quadrant one types of planning

practices. The emphasis on empirical validation and analysis of relevant factors and alternative policies gave little attention to the selection of value goals (Berry, 1974; Lindblom, 1959).

Quadrant one types of planning activities were criticized for its lack of systematic tracking of value assumptions through problem definition, data analysis, and policy decisions (Lindblom, 1959). However, Berry (1974) argued that the close relationship between facts and values did not prohibit the use of systematic approaches to arriving at values. Berry (1974) claimed that planners dismissed these planning activities because they were perceived as tools of analysts who were concerned primarily with means-ends quantifications, or who desired to avoid value questions and/or economic political constraints of compromise and scarce resources.

Types of Knowledge

Quadrant one planning activities rested on explicit knowledge, according to Inbar (1980), who defined explicit knowledge as well formulated sets of decisions which could be transmitted and translated into operational terms. To be truly functional, he argued, symbols and operations needed corollaries based on personal characteristics, accumulations of personal experience, and proficiency (Inbar, 1980).

Planning Strategies

Berry (1974), Friedmann and Hudson (1974), Harris (1972), and Hudson (1979) described four planning steps typical of the rational planning strategies used in quadrant one: (a) goal-setting; (b) formulation of alternatives; (c) evaluation of the means against ends; and (d) implementation of decisions. Rational planners usually perceived planning as a comprehensive approach to long range problem solving and the maximization of goals.

The concept of rational decision making was initiated by Chester Barnard in 1938 in the Functions of the Executive and later was expanded by Herbert Simon (1976) in his work, Administrative Behavior. Simon formulated the "rational" decision making process which eventually became the basic foundation for quadrant one planning activities. March and Simon (1967, pp. 136-171) collaborated in the refinement of the concept of rationality in Organizations, first published in 1958. They contrasted the rationality of "economic man" with the rationality of "administrative man" (March & Simon, 1967, pp. 136-171).

March and Simon (1967, pp. 137-138) claimed that economic man, as perceived by classical scientific management theorists, made rational decisions based on "optimal" choices in a highly specified and clearly defined environment; at best, economic man's decisions were "subjectively" rational, and rarely if ever "objectively" rational. March and Simon (1967, pp. 137-138) advocated "satisfactory" decisions rather

than optimal decisions because of rationality's subjective and relative character. March and Simon (1967, pp. 137-138) claimed that administrative man set standards for satisfaction in relation to the situation. This revised administrative decision making process, which they called "satisficing," operated within an environment of "bounded rationality" because certain elements in the situation never entered into rational calculations as potential strategic factors (March & Simon, 1967, pp. 137-138).

Patterns of Implementation

Berry (1974) described the atmosphere of rational planning as stable with widely accepted values. Berry (1974) suggested that planning activities in this type were usually technical and economic in nature as well as politically naive. A maximum amount of time and resources were normally devoted to the development of a long range comprehensive plan, he asserted (Berry, 1974).

Inbar (1980) suggested that plans with allocative goals that were well-defined in operational terms implied the interdependence of performance with a well-organized course of action. Implementers had to be activated to a direct course of action through contractual relationships backed by formal sanctions, Inbar (1980) argued. This implementation pattern, which Inbar (1980) called "institutionalized discipline," incorporated a wide variety of activities, the common denominator of which was a rational hierarchy and determined

relationships. Coercive manipulation of goods and services, and legislation, according to Inbar (1980), were the main power sources of institutionalized discipline.

Planning Objects

Inbar (1980) suggested that direct planning objects usually associated with this quadrant of planning activities were system/subsystem parameters. However, Lindblom (1959) claimed rational planning techniques were effective only in relatively small-scale problem-solving situations in which the total number of variables considered was small and in which value problems were restricted. For complex systemwide policy questions, Lindblom (1959) argued, rational planning broke down due to its lack of values and its inadequate knowledge base. It was impossible to clarify values adequately in advance of the examination of alternative policies no matter how appealing they seemed, Lindblom (1959) asserted.

Quadrant Three

Keller (1983) suggested that the scientific management approach to rational planning had a hard time taking root in higher education because of the "thick, deep adherence by campus department chairmen, deans, vice-presidents, and presidents to incrementalism [which held that] the world is not rational and people are often not rational. Life is essentially political" (p. 106).

Friedmann and Hudson (1974) criticized rational planning because of the problem of limited knowledge and the handling of uncertainty which provided an irrational element to decision analyses. Lindblom (1959, 1964, 1968) criticized rational planning because of people's limited problem solving abilities, the inadequacy of information, and the costliness of required data collection and analyses. Lindblom (1959) argued that (a) rational planning was too static and ignored the close interrelationship of facts and values in policy making; (b) in open systems, where decisions occurred in a pluralistic environment, compromise generally characterized the production of policies; and (c) pluralistic environments contradicted the traditional view of a single decision-maker assumed in rational planning.

Incremental planning emerged as an alternative to analytical, comprehensive, and value-free rational planning. In contrast to rational planning, incrementalism acknowledged the interaction of values with facts in the decision making process; it also acknowledged the disparity between the requirements of the rational model and the capacities of decision makers. Braybrooke and Lindblom (1963, p. 81) described incrementalism as a mutually reinforcing set of adaptations that constituted systematic and defensible planning activities.

Goal Orientations

Incremental planning sought vague behavioral goals generally defined in qualitative terms that were concerned with informal and behavioral aspects of individuals or groups which could be greatly affected by attitudes, norms, and values (Inbar, 1980). Although behavioral goals were the preferred outcomes, changed behavior was brought about through a reeducation process that attempted to change attitudes, norms, and values (Inbar, 1980).

Types of Knowledge

Unlike rational planners, incrementalists based their planning activities on implied, tacit knowledge rather than on formalized, explicit knowledge (Inbar, 1980). From the perspective of incrementalism, learning was based mainly on a unique interaction in specific situations that were highly unpredictable, particularly at the individual behavioral level (Inbar, 1980).

Polanyi (1958, p. 160) stressed the value of tacit knowledge in science. Factuality was not science; principles may have accounted for factuality. However, principles did not account by themselves for all of natural science (Polanyi, 1958, p. 160). The premises of science were tacitly observed in the practice of scientific pursuits and in the acceptance of their results as true, Polanyi (1958, p. 160) argued. Polanyi (1958) provided the example of a researcher whose beliefs and values impacted the kinds of questions which seemed reasonable and worth exploring (p. 161).

Inbar (1980) defined implicit knowledge as "a mental effort with a heuristic effect, a continuous process of improvement which can develop without it being specifically known how it was done" (Inbar, 1980, p. 380). Implicit knowledge provided assistance in problem solving that utilized self-educating techniques to improve behavior; it provided a conceptual framework for further discovery and refinement (Inbar, 1980).

Planning Strategies

In 1959, Lindblom introduced incrementalism as a legitimate alternative to the rational decision making strategy. Lindblom (1959) initially called this strategy "successive limited comparisons" and associated it with the "science of muddling through." In 1963, in collaboration with Braybrooke (1963), he refined this strategy into what was later to be called "disjointed incrementalism."

Braybrooke and Lindblom (1963, p. 138) extolled the virtues of disjointed incrementalism over rationalism both as a descriptive strategy of how decision making actually occurred and a normative strategy of how decision making should occur. They explained that incrementalism diminished great risks or political conflicts and thus made it easier for decision-makers, psychologically and sociologically, to be decisive and to support rapid change (p. 138). For example, Lindblom (1959) argued that democracies changed policies almost entirely by incremental adjustments rather than by leaps and bounds. Policy was not made once and for all, he

claimed; it was made and revised constantly. "Policymaking is a process of successive approximation to some desired objectives in which what is desired itself continues to change under reconsideration" (Lindblom, 1959, p. 86).

For Braybrooke and Lindblom (1963, p. 90), disjointed incrementalism concentrated on the margins or increments by which value outputs or value consequences differed from one policy to another. Attention was given to policies that differed incrementally from the status quo. Incrementalism had the effect of restricting the possibilities and consequences to be considered.

Stufflebeam, Foley, Gephart, Guba, Hammond, Merriman, and Provus (1971, p. 62) elaborated on the Braybrooke and Lindblom (1963) theory of incrementalism by introducing the concepts of high vs. low degrees of change, and high vs. low information grasps to support change as important dimensions in typical decision models. In describing four decision settings based on these two dimensions, Stufflebeam et al. (1971, p. 71) characterized the disjointed incrementalism decision model as appropriate for decision makers who wanted to bring about small, incremental changes to the status quo and who had little information concerning how to achieve desired change. The focus was on current needs and problems and less on ultimate goals (Stufflebeam et al., p. 71). They added:

Rather than attempting to consider all possible alternatives or to arrive at the best possible solution . . . [the decision maker] continuously explores to improve the means currently in use. The kind of change he seeks to effect is developmental, rather than restorative or innovative. (p. 71)

Stufflebeam et al. (1971, p. 71) described disjointed incrementalism as prudent only when small changes were needed and decision makers were uncertain as to how to produce them. In the face of uncertainty, they argued, it was "foolish" to risk needlessly a major failure by attempting a large change (p. 71). Stufflebeam et al. (1971) suggested:

Use of the model of disjointed incrementalism affords continuous efforts to improve a program without the risk of a major failure and without huge expenditures to identify and analyze large numbers of alternatives. The model's major limitation is that it is appropriate only when small serial changes are desired and when the decision maker cannot afford the expenditures required to increase significantly his grasp of information concerning how to affect such changes.
(p. 71)

Means and ends had a reciprocal relationship for incrementalists. Braybrooke and Lindblom (1963) described the following ways by which interdependence of means and ends in incremental adaptation took place:

The analyst chooses as relevant objectives only those worth considering in view of the means actually at hand or likely to become available.

He automatically incorporates consideration of the costliness of achieving the objective into his marginal comparison, for an examination of incremental differences in value consequences of various means tells him at what price in terms of one value he is obtaining an increment of another.

While he contemplates means, he continues at the same time to contemplate objectives, unlike the synoptic analyst who ideally must at some point finally stabilize his objectives and then select the proper means. (p. 94)

Lindblom (1959) suggested administrators often practiced incrementalism when they followed their own instinctive judgments instead of following outside expert recommendations based heavily on theory. Incrementalism explained why

administrators felt more confident when "flying by the seat of their pants" than when following the advice of theorists (Lindblom, 1959).

Inbar (1980) suggested incremental planning strategies often occurred in rapidly changing educational situations characterized by a high degree of uncertainty. He explained that incrementalism occurred when a close interrelationship between facts and values existed, and when a high number of value choices had to be made (Inbar, 1980).

According to Berry (1974), the incremental strategy assumed that values were linked to facts, that interest groups carried out analyses that affected their own well-being, and that a good decision was one for which there was consensus.

Berry (1974) also suggested that theorists and planners disagreed on the merits of incrementalism as a strategy. Dror (1964) criticized incrementalism for supporting existing inertia and being anti-innovative. Etzioni (1967) criticized incrementalism for emphasizing the present rather than the future. Etzioni (1967) described incrementalism as remedial decision making process geared more to the alleviation of present and concrete social imperfections than to the promotion of future social goals.

Patterns of Implementation

Inbar (1980) described the implementation pattern of quadrant three types of planning activities as "reeducation" wherein behavioral changes were related to attitudinal and

value changes. Reeducation patterns were implemented in an attempt to avoid symbolic or rationalistic changes (Inbar, 1980).

Quadrant three types of planning activities did not necessarily take the classical step-by-step rational format. Rather, they were based more on trial and error, intuition, association, insight, and inspiration, according to Inbar (1980). A minimum amount of time and resources were devoted to the development of a short or long range plan, according to Berry (1974). In fact, little attention was given to the interrelationships within a system or to the impact of general social trends and forces within the system (Berry, 1974).

Planning Objects

Planning objects in quadrant three types of planning activities were the individual or group as contrasted with the system or subsystem orientation of quadrant one (Inbar, 1980). Incrementalism focused on behavioral changes that resulted from awareness and consciousness as opposed to the system or subsystem input-output focus of rational planning (Inbar, 1980).

Quadrant Two

Located between quadrants one and three in the schema depicted in Figure 1 was a third type of planning activity that combined several features of the other two quadrants into a third quadrant.

Quadrant two types of planning activities represented a dualistic model that combined systematic and rational processes of establishing fundamental decisions with incremental change strategies that used persuasive interventions to bring about permanent and more meaningful change (Etzioni, 1967). Quadrant two represented a planning process of promoting deliberate but gradual growth or differentiation generally along natural lines as contrasted with the rational, intellectual process of efficiently adapting means to given ends (Etzioni, 1967). It was also contrasted with the restricted and incremental behavioral change that adapted only from the status quo (Etzioni, 1967).

Goal Orientations

Goals of quadrant two, like those of quadrant three, were behavioral goals. However, they tended to be quite formalized and oriented toward the formal aspects of the educational system such as in organizational structure, educational roles and responsibilities, and input-output flow charts (Inbar, 1980).

Types of Knowledges

Unlike incrementalism, quadrant two preferred activities based on explicit and formal knowledge (Inbar, 1980).

Planning Strategies

Mixed scanning strategies dominated quadrant two, according to Inbar (1980). Etzioni (1967) introduced the concept of mixed scanning as a third and an alternative strategy to rational and incremental planning strategies.

According to Etzioni (1967), mixed scanning provided (a) a particular procedure for the collection of information; (b) a strategy about the allocation of resources; and (c) guidelines for the relations between the two. Etzioni stated:

Scanning may be divided into more than two levels; there can be several levels with varying degrees of detail and coverage, though it seems most effective to include an all-encompassing level (so that no major option will be left uncovered), and a highly detailed level (so that the option selected can be explored as fully as is feasible). . . . Mixed-scanning not only combines various levels of scanning but also provides a set of criteria for situations in which one level or another is to be emphasized.

Fundamental decisions were differentiated from incremental decisions, according to Etzioni (1967). Fundamental decisions were made by exploring the main alternatives. Incremental or marginal decisions were also made but within the context set by fundamental decisions and reviews. In this way, argued Etzioni (1967), each of the two elements in mixed scanning helped to reduce the effects of the particular shortcomings of the other. Etzioni (1967) asserted that whereas incrementalism reduced the unrealistic aspects of rationalism by limiting the details required in fundamental

decisions, rationalism helped to overcome the "conservative slant of incrementalism by exploring longer run alternatives" (Etzioni, 1967, p. 390).

Patterns of Implementation

According to Friedmann and Hudson (1974), a fundamental principle underlying quadrant two was that lasting change in organizational process and structure came from within the organization and involved changes in awareness, attitudes, behavior, and values of the organization's constituents.

Planned behavioral changes relied heavily on the continuous application of human judgment, according to Inbar (1980). He suggested:

There is a need to develop in individuals and groups the awareness that their own self-interest is involved in the implementation of the plan. . . . As long as fundamental objects of the plans are taken for granted, measures are needed to guide incremental implementation. Such measures might be termed manipulated persuasion. (Inbar, 1980, p. 384)

Manipulative persuasion was an intentional process of "increasing awareness of selective values and sanctions inherent (or implied) in the process of planning" (Inbar 1980, p. 381). Manipulative persuasion was essentially a substitute for judgment, he asserted. However it was carried out in such a manner that those being influenced were usually not even aware of being manipulated (Inbar, 1980). Manipulation of goods and services was the typical power configuration of this pattern, according to Inbar (1980).

Planning Objects

According to Inbar (1980), objects of quadrant two planning activities were the interactions of role and personality in the formal aspects of the educational system such as organizational structure, the flow of inputs and outputs, and the formal curriculum development process. In addition, Inbar (1980) suggested that objects of these planning activities included the politics of educational planning which "explicates the role and behaviors of the political networks in the process of educational planning" (Inbar, 1980, p. 385).

Quadrant Four

Also located between quadrants one and three in the schema depicted in Figure 1 was a fourth type of planning activity that dealt with relationships and the impact of environment and organization on the educational process (Inbar 1980). Quadrant four shared several features of the other three types of planning. For example, it shared the allocative goals of quadrant one, but because of its reliance mainly on implicit, rather than explicit knowledge, stressed linkages rather than rationalism as a strategy to bring institutions in closer harmony with their environments (Inbar, 1980).

Planning activities in quadrant four dominated educational planning literature from the late 1970's to the early 1980's. Planning activities in quadrant four were distinguished from traditional long range planning (Caruthers &

Lott, 1981; Cope, 1978, 1981; Hollowood, 1979; Keller, 1983; Kotler & Murphy, 1981; Shirley & Volkwein, 1978; Van Ausdle, 1980a). Whereas traditional long range planning of the 1960's implicitly assumed a closed system, quadrant four planning activities assumed an open system in which organizations were dynamic and constantly changing as they integrated information from changing environments. Cope (1981) criticized the inadequacy of traditional long range planning and its application of formulas. Too little attention was given to values, politics, and changing circumstances, he claimed. Quadrant four types of planning activities were responsive to changes outside the institution about "what people value, what political institutions seek, and what competing institutions are likely to do" (Cope, 1981, p.1). Quadrant four focused on process rather than on product or plans. Traditional long range planning focused on institutional goals and objectives to be achieved during a three to five year period; quadrant four types of planning activities addressed appropriate strategies based on an understanding of the critical external changing variables predicted for the next three to five years.

Goal Orientations

The primary goals of quadrant four planning activities were allocative goals designed to form support systems within the "ecological" web of education (Inbar, 1980). Inbar (1980) suggested that these planning activities were oriented toward

the improvement of organizational climate including physical-structural dimensions, role characteristics, and total value systems. These improvements closely resembled the behavioral goals of other types of planning. However, distinguishing characteristics were its primary linkages with sets of environmental attitudes, according to Inbar (1980).

Inbar (1980) included "futuristic" planning activities in quadrant four. Whereas conventional planning was hindered by the cumulative uncertainties that dominated it, futuristic activities attempted to forecast possible or desired future alternatives. Inbar (1980) argued that futuristic activities were supportive linkages exploratory in nature.

Types of Knowledge

Implicit knowledge was the primary type of knowledge that supported quadrant four types of planning activities. Relationships and impact of the environment and organization on the educational process were not explicit, Inbar (1980) argued, because most were assumed and fell short of a clear cause and effect relationship.

Futuristic planning activities associated with strategic planning were based on uncertainties and alternatives which could not be directly or precisely extrapolated from present trends, according to Inbar (1980). The validity of futuristic planning studies could only be evaluated according to the degree to which future alternatives answered future needs, demands and social aspirations (Inbar, 1980). Exploratory

planning activities, by virtue of their nature, rested on tacit and contemporary types of information whose validity lay in the future, according to Inbar (1980).

Planning Strategies

"Linkage," the term used by Inbar (1980) to describe planning strategies in quadrant four, was a function of the continuous interaction of all the parts of an educational ecological web, according to Inbar (1980). Systems theorists (Bertalanffy, 1952; Kast & Rosenzweig, 1979) advocated the holistic nature of systems and their linkages with the environment. The need to interface various subsystems to each other and the whole system to an open suprasystem was fundamental to systems theorists in education.

Patterns of Implementation

The explorative patterns of implementation in quadrant four were essentially contingency plan approaches wherein implementation was part of the endless search for linking interactions in education (Inbar, 1980). Steiner (1979, p. 229) offered contingency planning and future explorations as two types of planning activities that helped planners cope with environmental uncertainties. Steiner (1979, p. 229) described contingency planning as preparations for taking specific actions when an event or condition not planned for in the formal strategic planning process actually took place. Steiner (1979, p. 229) claimed that the purpose of contingency planning was to place planners in a better position to deal

with unexpected developments than if they had not made such preparations. Contingency planning forced planners to look at dimensions in the environment other than probable events (Steiner, 1979, p. 229).

Steiner (1979, p. 235) described futures explorations as a general category of activities that searched, analyzed, researched, and projected factors in the internal and external environment in which institutions existed.

Planning Objects

The pairs of objects for quadrant four types of planning were the environment and the organization. Accordingly, the purpose was to establish supportive links between the two for the development of education (Inbar 1980). Quadrant four planning was directed toward organizational structure and processes in which education took place. It also focused on "environmental awareness which leads to a spatial orientation toward planning and to the development of a spatial educational planning approach" (Inbar, 1980, p. 382).

CHAPTER THREE INSTITUTIONAL PLANNING ACTIVITIES

Introduction

The following seven major and planned changes that transpired at FJC from 1978 to 1983 were identified and analyzed:

1. The addition of a new instructional facility for the marine trade programs.
2. The addition of a new administrative support facility for collegewide administrative offices.
3. The implementation of a new certification program for full-time faculty, counselors, and librarians.
4. The implementation of a comprehensive orientation program for employees.
5. The installation of a new personnel payroll computerized information system.
6. The reorganization of the Finance Department.
7. The implementation of a program-based, zero-based budget development process.

Seven sets of planning activities leading to these major and planned changes were described and compared with Inbar's (1980) conceptual frame of reference.

Descriptions of the seven sets of planning activities are presented below in terms of a descriptive overview of major events, goal orientations, types of knowledge, planning strategies, patterns of implementation, and planning objects. Additional information is provided in Appendices D, E, F, G, H, and I.

Marine Center Planning Activities

Overview of the Major Events

The concept of a vocational training facility in Jacksonville was originated in 1975 as a joint effort by representatives of the maritime industries, the Jacksonville City Council (Council), the Mayor's Office, the Jacksonville Area Chamber of Commerce (Chamber), and FJC. The need for occupational skills training in shipyard trades had been recognized by area shipyards for several years and was manifested by a general shortage of available skilled workers. These manpower shortages occurred at a time when FJC was beginning to expand its training capability in heavy industrial skills. Meetings with representatives from the Council, the Chamber, local industry, and FJC resulted in a decision to conduct a feasibility study to identify and document the need for such training and to develop a recommendation for providing the necessary training facilities.

In December, 1976, a proposal was submitted to the Coastal Plains Regional Commission (CPRC) to conduct a feasibility study and to develop a plan should a substantial need be indicated. The CPRC funded the grant in January, 1977, for \$75,000, and FJC provided \$25,000 in-kind match money. Phase I of the CPRC grant, which was a survey and analysis of needs, was completed in June, 1977. When substantial need was indicated, Phase II of the CPRC grant, which was the development of a plan, was approved in July, 1977, and completed in August, 1978.

A Marine Manpower Taskforce with representatives from FJC, the Council, the Chamber, and representatives from the Jacksonville, Charleston, and Savannah shipyard industries provided assistance in the development of the plan. Another ad hoc committee representing the Council, the Chamber, and FJC was later formed to secure funding for the construction of a new training facility.

An interim program of five marine trades was offered at FJC's Downtown Campus beginning in August, 1978. By October, 1978, program enrollment had increased from 54 students to 86 students.

By February, 1979, a site survey had been conducted and in June, 1979, FJC, with the support of the Council and the Chamber, submitted another proposal to the U.S. Economic Development Administration (EDA) to fund construction of a proposed new training facility. EDA awarded \$910,000 to FJC, \$750,000 of which was a direct grant from EDA and \$160,000 of

which was a supplementary grant from CPRC contingent upon the acquisition of \$750,000 in matching funds. The grant stipulated that construction funds had to be committed by September, 1983.

Throughout the Summer and Fall of 1979, more site surveys were conducted and a standing community program advisory committee was established to provide assistance in the development and evaluation of the curriculum. By February, 1980, the site was selected and a new Marine Center was placed on FJC's official construction project priority list.

In the Spring of 1980, a preliminary master plan for the Marine Center was drawn up and fund raising for the matching money was initiated. In June, 1980, the City purchased land for the Marine Center for \$500,000 from federal block grant funds designated for economic development. The City eventually transferred the land over to the College one year later after lengthy negotiations over stipulations on use of the land. However, throughout the negotiations the City spent \$4,000 to relocate indigent people who were living on the property.

In November, 1980, an FJC official, Rear Admiral Lawrence R. Geis, Retired, who served as Special Assistant to FJC's President for several years, died unexpectedly. Admiral Geis played a major role in developing the concept of a Marine Center and planning, urging support, and striving toward

the goal of increased job opportunity and economic development in the Jacksonville area. FJC later named the new Marine Center after Admiral Geis.

During the summer of 1981, FJC adjusted the site Master Plan to reflect the relocation of several buildings, docks, and piers. Although these changes appeared minor, they required special permits from the U.S. Army Corps of Engineers (Corps) and the U.S. Department of Environmental Regulations (DER). Delays in the acquisition of these permits eventually delayed construction for another year and caused EDA officials to begin monitoring FJC's EDA project more closely. EDA officials warned FJC that construction funds might be revoked unless they were committed by September, 1983, as required.

During the Spring of 1982, the College developed a planning budget for the three phased construction project: Phase I was site development; Phase II was construction of the building; and Phase III was construction of the docks and piers. In July, 1982, the State Department of Education (DOE) approved preliminary planning documents for Phases I and II.

In August, 1982, EDA officials expressed increased concerns about the timely expenditure of funds. FJC initiated monthly progress reports to the EDA explaining delays related to the acquisition of the required permits. College officials also communicated regularly with congressional and community leaders who had expressed interest in the project and in the delays.

By August, 1982, when FJC was assured by DER that the permits would be issued, the Board approved site development plans and Phase I bid notices were issued. However, in November, 1982, the State requested substantial dredging fees from FJC that FJC considered in noncompliance with State regulations. Eventually, the fees were dropped but not before FJC filed suit and two additional months of delays had transpired.

Finally in January, 1983, FJC received all permits, EDA approved the construction project, and FJC put out for bid site development specifications. In April, 1983, ground breaking ceremonies were held and the Center was named the Lawrence R. Geis Marine Technical Center.

Site development work was completed by July, 1983. In June, 1983, FJC was awarded another \$1.9 million in capital outlay funds to construct the piers and docks in Phase III.

By August, 1983, the construction bid for Phase II had been awarded and by September, 1983, construction had begun. All necessary federal funds were committed as required in the EDA grant.

Phase II construction continued throughout the remainder of 1983 generally as scheduled. It was anticipated that Phase II would be completed in time to open the new Center for instruction in the Fall of 1984.

A more detailed listing of events is provided in Appendix D.

Goal Orientations

The goal was to provide manpower skilled in the shipyard trades by constructing a new marine technical center to support instruction in selected marine trades. The need for additional skilled manpower was documented in 1979 through a study and analysis of community needs. Also, it was assumed that training in the marine trades would enhance the economic development of low income families in the Jacksonville area.

Types of Knowledge

The sequence of activities related to schematic designs, site development, and construction followed standard facilities planning and construction techniques. Although plans were drawn and objectives were set, curriculum for the program was never firmly established which resulted in continuous refinements in design documents. Final design of the Marine Center was substantially different from the facility envisioned early in 1977.

Planning Strategies

A variety of planning strategies were employed over the six years between the manpower study of 1977 and construction activities in 1983. The initial decision to build the Marine Center was a decision based on an expressed need for skilled manpower that was documented by manpower studies. Decisions regarding the location of the Marine Center resulted from

systematic surveys of appropriate, reasonable, and available sites. The selection of contractors and engineers followed State mandated solicitation and selection procedures.

Throughout the project, the College maintained direct lines of communication with civic and political leaders to gain and maintain their support and expertise. Assistance from national political leaders was sought to gain entrance into the federal bureaucracy and to learn of possible federal funding sources. Local business and civic leaders were solicited to gain local funding support and to gain their expertise regarding the appropriate curriculum for a marine trades program.

The lack of a well-defined and comprehensive marine trade curriculum plagued the project from the beginning. The original schematics or master plan was designed on the basis of intuition and insight into what the program might eventually entail. As the scope of the program became more defined, the master plan was sometimes revised at the cost of expensive construction delays and modifications.

Patterns of Implementation

Engineers and contractors for the project were contracted through state mandated bid solicitation and selection processes. The architect was FJC's resident architect. Funds were raised through traditional activities of searching for funding sources, developing proposals, and lobbying influentials. Local and regional industrial and civic leaders

and College program personnel were invited to serve on committees and task forces to enable the College to gain and maintain their support and expertise.

Planning Objects

These planning activities were directed toward an instructional support facility designed to meet the educational needs of the marine trades. It was assumed that through this facility, FJC might enhance the economic development of the region.

College Administration Building Planning Activities

Overview of the Major Events

In 1974, the College decided to move its collegewide administrative offices from the Kent Campus to downtown Jacksonville. The move took place in March, 1975, when the offices were moved into facilities in a downtown building that was leased until March, 1982. However, in 1979, new owners of the leased facility asked FJC to vacate the facility and offered them other facilities, rent free, for the duration of the lease. The College accepted the offer and relocated its offices during the summer of 1980 to the Grant Building and the Greenleaf Building where the offices stayed until March, 1982, when they were finally moved into permanent college owned facilities at 501 West State Street in the downtown Jacksonville area.

In December, 1979, when the Board approved the recommendation to build a new permanent facility for all collegewide administrative offices, the Board also approved the use of fast track construction management, a technique successfully used by the College in the construction of the Kent Campus in 1976. In January, 1980, the Executive Vice President (EVP) established and appointed members to a CAB Building Planning Committee. By February, 1980, the development of educational specifications for the new administrative office building had begun.

Early in 1980, College officials began to encounter problems in purchasing the city owned land, and in obtaining special authorization from the State Department of Education to build an administrative facility. Nevertheless, by February, 1980, College officials had developed a fund analysis and a construction planning budget. By April, 1980, FJC had awarded contracts to the construction manager and architect contingent upon the successful purchase of the land. Finally, in May, 1980, FJC purchased the land and the architect completed the Site Master Plan.

By June, 1980, collegewide department administrators had completed educational specifications and a PERT chart for construction activities from June, 1980, to May, 1981. College officials sent Phase I schematics to the State Department of Education in August, 1980, when the first three of seven bids were awarded. Throughout the summer of 1980, planning assumptions and floor plans were developed and

modified and the College obtained a building permit. In October, 1980, FJC held ground breaking ceremonies, and by January, 1981, preliminary floor plans and furniture and equipment plans had been finalized, and the remaining four construction bids had been awarded.

Throughout 1981, construction generally proceeded as scheduled while new work standards for office space, computer terminals, file storage, etc. were explored. The construction manager provided regular progress reports to College officials, and state and College personnel periodically inspected the site.

In February, 1982, furniture and equipment were installed and by March, 1982, administrative offices had been relocated into the new facility. Minor adjustments were negotiated with the construction manager throughout the following year and in October, 1983, the final contract was closed.

A more detailed listing of events is provided in Appendix E.

Goal Orientations

The goal was to build a new educational support facility that would provide a productive environment in which collegewide administrative support services could be provided. From 1975 to 1982, collegewide administrative offices had been housed in overcrowded, poorly lighted, and inconvenient facilities. It was reasoned that a properly located, designed,

and constructed building would improve productivity; and, with the help of some new work concepts, would increase efficiency, reduce costs, and improve the organizational climate.

Types of Knowledge

Construction of the building was accomplished through clearly established sequences of events that were charted in timetables and other construction management techniques typically used by construction managers. However, final design of the building resulted from a series of repeated modifications to plans based on organizational changes. Studies of the needs and relationships of the departments continued throughout the planning and construction activities for this new facility. A limited number of components such as conference rooms, computer terminals, closed-circuit television systems, and office space rearrangements by use of demountable partitions were designed on existing and projected future needs.

Planning Strategies

Several different planning and development strategies were used throughout this building project. Organization development (OD) plans were developed for most of the college-wide administrative offices to be housed in the new facility. Through OD planning, administrative units were formally reviewed in terms of goals, scope of responsibilities, legal authority, major functional areas of operations, and staffing patterns. Planning assumptions derived from the OD planning

process provided the basis on which educational specifications for the facility required by the State were developed.

The decision to use fast track construction management resulted from successes in a previous construction project at Kent campus. The technique increased the number of bid packages and the number of contractors on the job which allowed the project to be broken down into smaller sections and sped up the process to reduce the effects of inflation.

There were three State mandated phases in the design and construction of the building. The first phase was the development of the general outline or schematics of the building. Next was a refinement of the outline in plans called preliminaries or design development. The last phase was the development of detailed final construction documents.

Strategies were used to introduce new work concepts designed to reduce costs and increase efficiency. For example, planning assumptions and quantitative standards were introduced to establish work spaces and furniture by position title, to standardize the filing and warehousing of records, phones, and computer cables, and to initiate differentiated staffing patterns.

When problems surfaced regarding the acquisition of land on which the new facility was to be constructed, College officials decided to call upon the influence of community leaders and friends of the College to convince City officials

to sell the land to the College. This strategy, which ultimately succeeded, demonstrated the effectiveness of the College's community support network at that time.

Patterns of Implementation

Clearly defined roles and tasks were characteristic of most construction activities because of the large number of people involved and sequential activities to be performed. All OD Plans were written documents formally reviewed and approved. All design and construction personnel were contracted through competitive bidding procedures regulated by the State. Fiscal audits and planning budgets were developed and monitored. PERT charts, inspections, and status reports were used to coordinate the various tasks and to monitor a planned sequence of events to ensure completion by March, 1982.

Implementation of some of the new work concepts was achieved through special workshops and information sharing meetings. Some features of the new building were based on projected future needs such as for computer terminals, closed-circuit television systems, conference rooms, and office space rearrangements by use of demountable partitions.

Planning Objects

These planning activities were directed toward a new facility to house collegewide administrative offices. The \$6.5 million facility was designed to support collegewide

services as distinguished from campus-based services. OD planning activities, which determined the facilities needs of each department, focused on organizational characteristics.

Certification Program Planning Activities

Overview of the Major Events

In June, 1979, the State Board of Education (SBE) repealed its rules regarding State certification of community college personnel effective July 1, 1979. FJC immediately notified all affected personnel that the College would issue FJC certificates following the same guidelines used by the State. FJC certification applications were developed and new certificates were issued, as appropriate, by the end of the Summer of 1979.

In April, 1980, FJC's President's Cabinet (Cabinet) established an ad hoc Certification Committee to recommend a policy statement on certification and to recommend the structure of a new permanent committee to study and possibly develop a new FJC certification program. The ad hoc committee submitted its recommendations to the Cabinet in September, 1980. By October, 1980, the Cabinet had appointed eleven members to a new permanent committee called the Professional Credentialing Committee (PCC).

For the next two years, members of the PCC and its subcommittees worked on the development of certification and recertification standards and criteria plus a plan for

implementation. The PCC submitted its first draft proposal to the Cabinet in March, 1981. For six months thereafter, the Cabinet gathered opinions and reactions to the draft. In October, 1981, the original draft was revised and distributed to all College personnel. The Cabinet received additional comments on the revised draft and, through members of the PCC, developed a final document which the President distributed throughout the College in March, 1982. In May, 1982, the Cabinet sponsored a workshop for all administrators to discuss its implementation plan.

In June, 1982, supervising administrators began the task of reviewing faculty certification documentation. By the end of that summer, the Personnel Department had issued new FJC five-year FJC certificates (as appropriate) and faculty members had prepared individual Professional Development Plans as required for recertification in 1987 and/or 1990. In September, 1982, the EVP thanked and commended the members of the PCC and disbanded the Committee.

During 1983, the Cabinet continued to make minor revisions to the certification and recertification requirements and the Board approved a policy statement on certification of all full-time faculty, counselors, and librarians in November, 1983.

A more detailed listing of events in the Certification Planning Activities is provided in Appendix F.

Goal Orientations

The goal of these planning activities was to develop certification and recertification standards and criteria, plus a process for implementing the certification program to provide the College with a continual assurance that FJC's faculty met the minimum quality level of preparation. Quality assurance of faculty preparation was also required to meet the accreditation standards of the Southern Association of Colleges and Schools (SACS).

A new recertification system would also lead to more structured professional development activities for personnel who failed to meet the minimum standards. The new system was not designed necessarily to terminate unqualified faculty; rather it was intended to identify those who did not meet minimal preparation standards and encourage those individuals to take actions that would enable them to meet those standards at least in their primary teaching field within a five-year period. The College made a commitment to provide the necessary staff development resources required to support staff development activities that would recertify unqualified personnel.

Types of Knowledge

Cabinet decisions about procedural matters were deliberate but based on intuitive judgments about the nature of FJC's institutional climate at that time. The Cabinet assigned tasks generally on the basis of administrative rank, position, and/or expertise. Although the specific sequence of

events evolved gradually over a four-year period, events were planned deliberately in relation to past and future events and within the context of the political realities necessary to maintain a non-union environment.

Cabinet decisions about specific certification and recertification requirements were based on required SACS standards and informal data gathered from surveys, workshops, discussions with committee members, and summary reports. The initial "ideal" version was modified continuously based on informal surveys of the potential impact on current personnel and an assessment of the political realities of a non-union community college environment.

Planning Strategies

The fundamental decision to develop and implement a certification and recertification system was made by College officials in 1979. Details of the system evolved over five years of deliberate development and refinement.

The Cabinet directed all certification planning activities and it took an active role in making decisions regarding time frames and specific requirements. The Cabinet established ad hoc and permanent committees to develop recommendations for its review and action. This strategy maintained the decision making authority of the Cabinet and provided an orderly mechanism for obtaining collegewide participation and support. Reactions to proposals were submitted by College personnel directly to the Cabinet who later forwarded them back to the committees for consideration.

Although the overall structure and requirements of FJC's new certification system eventually differed significantly from the State system, the net impact was minimal because of the five-year period offered to faculty for them to meet recertification requirements.

The proposed administrative support structure for operating and maintaining the certification system changed periodically throughout the five years. The initial proposal called for a new full-time certification specialist for the Personnel Department. However, to implement the system in a timely manner, division chairpersons proceeded with a review of their faculty's certification records which, when completed, eventually eliminated the need for a full-time certification specialist. The Personnel Department's final role was limited to the screening of new faculty applicants and the referral to division chairpersons of those candidates who met the new certification requirements. The Staff and Program Development Department's (SPD) role was to maintain Professional Development Plans and to provide the necessary resources to support recertification activities.

Specific requirements for each field of teaching and proposed implementation guidelines were repeatedly reviewed by the PCC, the faculty, and the Cabinet. Refinements were recommended continuously, even after the Cabinet approved the final document in 1982. The final document was not as stringent as the original "ideal" version because of the continuous modifications made to the standards and criteria.

Patterns of Implementation

Because of the sensitive nature of a new certification system, the faculty were asked repeatedly to participate in development and review activities. The faculty were asked to (a) serve on subcommittees of the PCC; (b) attend open forums on the campuses at different stages in the development of the requirements; (c) meet individually with those who evaluated their credentials; and (d) participate in an appeals process for resolving disputes. Whenever possible, the administration tried to convince the faculty that their jobs were not in jeopardy and that they had five years to meet any recertification requirements.

The Cabinet decided to postpone a policy recommendation to the Board until the certification system was tested and fully operational. This strategy precluded the faculty from having an opportunity to demonstrate before the Board or cause unnecessary disturbances.

Every faculty member was given a five or seven year FJC certificate. No one was terminated as a result of the new certification system. Those who did not meet the requirements within their teaching fields developed Professional Development Plans to establish a series of required staff development activities for recertification by 1987. This strategy precluded loss of jobs and structured staff development activities for staff who failed to meet certification and recertification standards in their own primary teaching field.

Planning Objects

These planning activities were initially directed toward the the preparation of all full-time faculty, librarians, counselors, and administrators. Eventually, administrator certification was dropped leaving only the certification of all full-time faculty, librarians and counselors.

Orientation Program Planning Activities

Overview of the Major Events

In July, 1979, FJC employed a new Personnel Counselor in the Personnel Department to provide professional counseling and career planning services, and to develop a career development plan for FJC employees. Initially, the duties and responsibilities of the Personnel Counselor, as described in the job classification description, did not include the orientation of new employees. However, within the first six months, the Counselor began to see the need to orient new employees to their new jobs. These informal conferences represented the first step of what would eventually become a formalized orientation program for all new full-time employees.

In 1979, the Personnel Counselor was employed the first two years on an experimental basis through special staff and program development funds set aside each year by the College, as mandated by Florida law, to provide development support for

projects not to exceed three years. After the second year, the position was funded through regular College operating funds on an annual faculty contract basis.

1979-80

On July 9, 1979, the Executive Vice President (EVP) sent a memorandum to all College employees introducing FJC's new Personnel Counselor. The EVP explained the purpose of the new position and encouraged all employees to contact the new Counselor, as needed, for professional and personal counseling and career planning. In September, 1979, the EVP sent a second memorandum announcing the hours the Personnel Counselor was available to campus and district personnel.

In August, 1979, the Personnel Counselor developed an evaluation form to gather evaluation feedback from those with whom she counseled. Data gathered from the form were reported in monthly status reports submitted for the Director of Personnel, the Director of Staff and Program Development (SPD) and the EVP.

After two months, the Personnel Counselor recognized the need to meet individually with new full-time employees to answer questions about employee benefits and to inform employees about the College's mission and organizational structure. During September, 1979, the Personnel Counselor conferred with nine new employees. All conferences resulted from a personal invitation by phone from the Personnel Counselor. These informal orientation sessions continued throughout the year.

1980-81

In the summer of 1980, the Personnel Counselor held a group orientation session instead of individual conferences. Very soon thereafter, group sessions were held regularly and included a broad range of information. Other staff from the Personnel Department began attending the group sessions at the request of the Personnel Counselor to answer questions related to personnel policies, procedures, and benefits. Participant evaluation comments suggested that these early participants responded favorably to the opportunity of meeting other new employees and of visiting other locations in the College.

By January, 1981, group orientation sessions were well established. The Personnel Counselor met with the Learning Resources Director of the Downtown Campus to discuss the possibility of developing an orientation audio visual program for the purpose of formalizing the information about FJC presented during orientation. The proposed audio visual program was dropped eventually because the Personnel Counselor felt it might detract from the personal interaction that had accounted for much of the program success.

In March, 1981, the Personnel Counselor and the Director of Personnel made a formal presentation to the EVP Council and later to the President's Cabinet about FJC's orientation program as it had emerged since July, 1979.

In May, 1981, administrative procedures were developed and approved to establish FJC's orientation program. The procedure clarified responsibilities for orientation shared

between supervising administrators, the Director of Personnel, and the Personnel Counselor. The procedures also established the schedule, location, content, and evaluation of FJC's orientation program. In July, 1981, a final report was prepared to close out the SPD project that had funded the Personnel Counselor for two years.

1981-82

In March, 1982, the Personnel Department, along with all other collegewide administrative offices, were relocated to a new downtown facility built for FJC's collegewide administrative offices. The new building was centrally located to all campuses and provided several conference rooms that were appropriate for the orientation group sessions. In April, 1982, all group sessions were moved to the new facility so new employees could become aware of the services provided by the collegewide administrative offices located in the new College Administration Building (CAB).

Goal Orientations

Orientation was perceived as part of FJC's personnel counseling program which was designed to assist employees to understand and develop plans to overcome problems related to personal-social adjustment, education, and career advancement.

Types of Knowledge

Initially, the orientation program was developed as a response to need perceived by the Personnel Counselor, the Director of Personnel, and the EVP. The decision to hold informal sessions was based on their perception that the organizational climate would not permit a significant change in personnel practices of the Personnel Department in any significant way. There was a deliberate effort to develop an orientation program to meet the needs of the College. However, a formal needs assessment was not conducted, nor were there well-formulated plans related to the nature and scope of a program to be offered. The final orientation program eventually resulted from gradual refinements based on trial and error. Participant evaluation was formalized early and served as an important feedback to the Personnel Counselor.

Planning Strategies

The basic strategy was to introduce change to existing practices gradually and informally. In 1979, when the Personnel Counselor first joined the staff of the Personnel Department, the Department was perceived by campus personnel primarily as a record keeping and record processing department. The EVP and Director of Personnel knew that a change in personnel practices involving more direct responsibilities of the Personnel Department might cause an imbalance in campus-district relations at that time. The decision to conduct orientation informally and individually was a deliberate decision. Not until individual experimental

sessions proved successful did College officials try group sessions, and later, group sessions in the new College Administration Building.

The content of the orientation program also evolved gradually over four years. More information was added in response to participant evaluation feedback and institutional need.

From the beginning, the Personnel Counselor, the Director of Personnel, and the EVP were in close communication about the responsibilities of the new Personnel Counselor. The EVP reviewed all proposed activities and changes in program format or content as they emerged over the four years. Meetings were held regularly and ideas were shared. Proposals were not developed in written format for the EVP until May, 1981, when administrative policies and procedures were prepared.

Patterns of Implementation

The success of individual and group sessions, as measured by participant evaluation feedback and by the lack of expressed resistance from campus administrative supervisors, was due, in part, to the individual skills of the Personnel Counselor and the appropriateness of the individual and group sessions. Changes to the format and content of the sessions were implemented collegewide only after several experimental efforts had succeeded informally. This trial and error approach reflected responsiveness to the environmental climate

of campus-district relations at that time, as well as a lack of an overall step-by-step strategy for developing a planned orientation program.

Orientation itself was conducted through individual and group sessions designed to inform employees about personnel resources, policies, and benefits, and about the purposes, structures, and decision making processes of the College. Information was shared in a learning experience designed to (a) make the employee feel welcomed at the College; (b) enable employees to meet other newcomers; and (c) introduce new employees to the location and staff of the collegewide Personnel Department.

Planning Objects

The orientation program was directed toward individuals who were new full-time employees of the institution. The orientation program indirectly focused on FJC's organizational climate through its attempt to improve individual awareness of institutional mission, policies, procedures, and organization, and to make new employees feel welcomed in their new work environment.

Personnel Payroll System Planning Activities

Overview of the Major Events

The need for a new computerized personnel payroll system surfaced in October, 1980, as a first priority in a college-wide study of business system planning needs. In April, 1981,

a special task force was appointed to identify the features necessary in FJC's new system. Throughout the next several months, the task force conducted needs assessments, analyzed the data, surfaced policy and procedural questions for administrative review, and developed a three-phased plan for implementing a new system. By September, 1981, the task force had evaluated software alternatives and submitted a recommendation to purchase a new system to the President who submitted it to the District Board of Trustees (Board) which approved it at its November, 1981, meeting. Negotiations with the first vendor stalled so in January, 1982, the Board authorized the purchase of a new system from a second vendor. The computer tape for FJC's new personnel payroll system finally arrived in April, 1982, and the development task force was disbanded.

In April, 1982, a second task force was appointed to coordinate the implementation and testing of the new system. Over the next six months, the vendor trained FJC personnel who, in turn, trained other FJC personnel. More policies and procedural questions surfaced and were submitted to the EVP for administrative review. An implementation schedule was developed around a July 1, 1983, completion date.

Tests of the new system began in September, 1982. Soon thereafter, a key member of the team from the Data Processing Department, who was familiar with both the old and the new payroll systems, resigned unexpectedly from the College. Task force members began meeting more frequently and submitting

regular status reports to the Executive Vice President. By March, 1983, a special conference room in the College Administration Building had been reserved exclusively for the task force. In April, 1983, information sessions were held on the campuses to inform users about the new system.

By May, 1983, a detailed implementation schedule had been developed and the installation of system interfaces with other business systems were scheduled. System testing activities continued while system documentation such as the user manual was developed. More staff from the Data Processing Department and the Personnel Department were assigned to the project.

In July 1, 1983, implementation of the new system was not completed. More meetings were held and a new implementation schedule was developed around a January 1, 1984, completion date. The team leader prepared weekly written status reports for the EVP.

In September, 1983, another important member of the team from the Data Processing Department resigned unexpectedly from the College. A replacement was filled by the end of the month. However, the loss of this key person and the other Data Processing staff member the year before resulted in considerable delays in the implementation of the new system.

In January 1, 1984, implementation of the new system was still not completed due to persistent conversion problems. A new completion date of March, 1984, was established.

A more detailed listing of events in the Personnel Payroll Planning Activities is provided in Appendix G.

Goal Orientations

College officials recognized the importance of information as a valuable resource to the College. It was assumed that improved information about the personnel resources of the College would lead to better management of personnel services. Personnel resources represented approximately 75 percent of the College's annual operating budget. Policy and procedural issues were detached from computer system planning activities and submitted directly to the EVP for review and action. As much as possible, members of the task force attempted to stay out of issues related to personnel practices and services of the College.

Types of Knowledge

Decisions made throughout the development and implementation of the new personnel payroll system were based on information gathered through needs assessments, data analyses, and testimonies from experts in the field. Planning decisions were then transformed into diagrams, architectural designs, schedules, and charts. Formal task assignments were made on the basis of job classifications, rank, and personal expertise in computer systems design.

Planning Strategies

The development of the new personnel payroll system began with a collegewide needs assessment to determine the necessary components of a new system. Once the needs were identified, a preliminary system design was developed so vendors and FJC's

in-house Data Processing Department personnel could present options for review. Quantitative evaluations of the options were performed by the task force. First and second choices were selected. A formal presentation was made to the Board summarizing the activities of the task force and a recommendation for the purchase of a new system was submitted and approved by the Board. After negotiations with the first vendor broke down, the Board authorized the purchase of the second system.

When implementation of the new system began to fall behind schedule, the EVP responded by assigning more resources to the task force and by taking a more active role in meeting with team leaders.

The resignation of two key Data Processing personnel greatly reduced the ability to resolve design and conversion problems that had surfaced during testing activities. Although personnel were quickly replaced, the new staff lacked expertise and familiarity with the old systems. Conversion problems continued as implementation dropped further and further behind schedule.

On January 1, 1984, which was the second completion target date, the system was still not operational as planned. However, conversion problems were gradually diminishing and the new system was expected to become operational by May 1, 1984, almost one year behind schedule.

Patterns of Implementation

Each step in the implementation of FJC's new personnel payroll system was planned and structured by members of the task force through written and formalized charts, schedules, and diagrams. Tasks were assigned to people according to their job classification, rank, and/or expertise. Continual status reports were prepared to monitor activities against predetermined schedules. When implementation began to fall behind schedule, the EVP began to exercise tighter controls through more direct involvement.

Planning Objects

These planning activities were directed toward a collegewide computer system that was designed to enhance the quality of personnel management information technology.

Finance Department Planning Activities

Overview of the Major Events

In the summer of 1978, FJC employed a new Executive Vice President (EVP) who established and employed a new chief fiscal officer, the Controller, to head the Finance Department. The new Controller reported directly to the EVP and replaced the Business Affairs Officer who previously reported directly to the Vice President for Administrative and Business Services.

In the Fall of 1978, the Finance Department was loosely organized and inadequately staffed with two Accounting

Officers who supervised all other staff in the Finance Department. No formal communication lines or administrative distinctions existed within the Department. In general, tasks conducted by the Finance Department fell within the following functional areas: (a) Accounts Payable; (b) Accounts Receivable; (c) Cashier; (d) Payroll; (e) Project Accounting; and (f) Property Accounting. An approximate organization chart for the 1978-79 Finance Department is depicted in Figure H-1 in Appendix H.

Throughout the next year and a half, the Controller and EVP reorganized the Finance Department into five formal major functional areas, each of which was headed by a full-time administrator or professional career employee who reported directly to the Controller. This new organization, as depicted in Figure H-2 in Appendix H, included (a) the Budget function which was headed by a new Budget Officer who was employed to provide leadership in the development of a new program-based budget with zero-based components; (b) the Information Systems function which was headed by a new Accounting Officer (later to be called Information Systems Officer) who was employed to provide leadership in the development and maintenance of improved computerized information systems in all of the business areas; (c) the Finance and Accounting function which was headed by a Director of Accounting who filled a vacant and reclassified Accounting Officer position; (d) the Internal Auditor function which was

headed by the existing Internal Auditor who was reassigned from the EVP to report both to the Controller for day-to-day supervision and the EVP for direction over the audit program; and (e) the Payroll and Disbursement function which was headed by the existing Accounting Officer (who was later to be called Director of Payroll and Disbursements).

This initial reorganization of the Finance Department required the addition of two new professional career positions (Budget Officer and Accounting Officer), one reassigned administrative position (Internal Auditor) for supervision only, and two reclassified administrative positions (Controller and Director of Accounting).

The Audit Report for 1979-80 reflected major improvements in the fiscal management of the College from previous audits. However, the Collection function continued to receive criticism due to a rising default rate and the possible discontinuation of selected student loan programs. Therefore, during 1980-81, the Collections function, which had been part of the Accounting function, was raised to a higher level in the Finance Department organization to be headed by a new career employee who reported directly to the Controller.

Also during 1980-81, the Internal Auditor was replaced and reassigned back to the EVP. The Purchasing function, which had reported directly to the EVP, was reassigned to the Finance Department. The 1980-81 reorganization of the Finance Department is depicted in Figure H-3 in Appendix H.

From 1979 to 1981, Finance Department staff developed written administrative policies and procedures to standardize and control the management of the College's fiscal operations. Refinement of these administrative policies and procedures continued on a regular basis throughout the next three years.

During 1981-82, the titles of some of the existing Finance Department staff were changed. The Controller became the Associate Vice President of Finance (AVP of Finance) and the two Accounting Officers became the Director of Payroll and Disbursements and the Information Systems Officer. The 1981-82 organization of the Finance Department is depicted in Figure H-4 in Appendix H.

During 1982-83, no major changes were made to the Finance Department's organizational structure. Unexpected illness with the career employee assigned to the Collections function required the transfer of selected collection activities to outside collection agencies. Over the next few years, this transfer would prove to be successful and the Controller and the EVP would eventually maintain the transfer on a permanent basis.

Also during 1982-83, additional administrative policies and procedures were developed and revised by Finance Department staff. The 1982-83 organization of the Finance Department is depicted in Figure H-5 in Appendix H.

By 1983-84, the Collections function no longer required the direct supervision of the AVP of Finance so it was moved back under the Accounting function. The AVP of Finance

decided the Project Accounting function, which fell under the Accounting function, needed examination and possibly reorganization. Preliminary proposals were discussed to raise Project Accounting to a higher level in the organization during 1984, and upgrade the project accounting officer position. Changes in the OD Plan were being developed for review.

FJC initiated a fourth employee category called "professional" during the summer of 1983 in which two key Finance Department positions, the Budget Officer and the Systems Officer, were assigned. This change resulted in a final professional/administrative staffing pattern for the 1983-84 Finance Department which included three full-time administrators and two full-time professionals, all of whom reported directly to the AVP of Finance. The 1983-84 organization of the Finance Department is depicted in Figure H-6 in Appendix H.

Goal Orientations

The purpose of reorganizing the Finance Department was to improve the management of FJC's financial resources. Changes in the Department's organization were sought through a deliberate organization development (OD) process designed to minimize the usually disruptive nature of organizational change. The OD process was also designed to improve administrator knowledge and understanding of the Finance Department's purpose, administrative structure, and scope of responsibilities.

Types of Knowledge

Reorganizational decisions about the Finance Department were made jointly by the Controller (later called the AVP of Finance) and the EVP after lengthy consideration of various organizational factors such as departmental goals, major functional areas, laws and regulations, staffing patterns, and scope of operational responsibilities. Decision makers were aware that each reorganization decision potentially impacted job classifications and pay grades, departmental span of controls, and the chain of command within and between departments. The Controller and his staff prepared written proposals to the EVP in the form of Organizational Development (OD) Plans which served as communication vehicles through which proposals could be described and documented, and through which decision makers could review the totality of proposed departmental organizational changes.

Decisions to reorganize the Finance Department were also related to State financial audit reports that criticized FJC's fiscal management and record keeping procedures in the late 1970's. Those functional areas within the Finance Department that were most criticized in the audits were the first to be examined and reorganized.

Planning Strategies

Change in the organization of the Finance Department from 1978 to 1983 resulted from gradual, but deliberate changes.

Written proposals were developed, reviewed, and implemented in a rational and orderly fashion.

The most significant reorganization took place during 1979-80. Since FJC was developing the OD planning process for the first time that year, the Finance Department's OD Plan developed concurrently with the implementation of some departmental changes. Thereafter, Department organizational changes resulted more and more from approved written OD plans.

The overall strategy was to raise within the Department's organization those functional operations that were experiencing the greatest amount of difficulties. It was assumed that stronger leadership and guidance from a higher level supervisor would improve operations and performances

When minor functional areas demonstrated sustained improvement, they were returned to a lower position within the Department's organization where they received less direct guidance from the department head. Several organizational changes were made to balance the number of employees supervised or to strengthen the number and quality of staff in areas with greater need.

Major reorganization in the Finance Department occurred in 1979-80 when five major functional areas were established. The State financial audit of that year reflected a significant reduction from 96 to 13 criticisms. Minor reorganizational

changes transpired each year thereafter, but no new major positions were added.

Patterns of Implementation

Organizational change in the Finance Department was initiated and implemented through formal administrative procedures and review processes. New and revised positions required the development of approved job classification descriptions. Administrative appointments and reappointments were approved by the District Board of Trustees (Board). Annual objectives in the OD Plan guided and evaluated the activities and annual accomplishments of each functional area within the Finance Department. Funding resources for new and existing positions were controlled annually through the collegewide budget development process.

Throughout the five year period from 1978 to 1983, the College developed fifteen volumes of administrative policies and procedures. The Finance Department was responsible for the development and maintenance of several volumes in which most of the College's fiscal policies and procedures were established. Through these comprehensive administrative policies and procedures, the College standardized and controlled many of its fiscal operations.

As more administrative policies and procedures were approved and operationalized, the need for direct day-to-day supervision of staff diminished. Eventually, the organization of the Finance Department and other collegewide departments

were published administrative policy and procedure in Volume XV of the Administrative Procedures Manual which formalized the College's administrative organization, governance structure, and process for changing the organization.

Planning Objects

These planning activities were directed toward the administrative organization and governance structure of FJC's Finance Department. Specifically this included departmental goals, objectives, legal authority, staffing pattern, hierarchical levels within the department's administrative chain of command, span of control, and administrative policies and procedures. The focus was on changes within the Department that would impact collegewide fiscal management resources and practices.

Budget Planning Activities

Overview of the Major Events

The format of FJC's budget was established by Florida State Board of Education Rule and remained constant from fiscal year (FY) 79 to FY83. However, the method by which FJC developed its budget changed considerably during that five-year period. Impetus for this change resulted primarily from new administrative personnel who joined the College's executive management team in July, 1978.

Until FY84, FJC prepared its operating budget in two phases because appropriations by the Florida State Legislature were not generally approved until late in the summer. FJC's two-phased budget development process enabled the College to develop a preliminary operating budget in Phase I based on projected appropriations and an adjusted budget in Phase II based on actual appropriations.

FY79 Budget Development Process

In 1978, the FY79 budget was developed through an incremental, historical-based budgeting process that allocated funds based on previous year expenditure level. Percentage increases or decreases were made to previous allocations as revenues permitted. Budget requests were developed, reviewed through administrative channels, and submitted to the Vice President of Administrative and Business Services within ten working days of the time the Vice President sent out the four-page budget instruction package.

The Vice President of Administrative and Business Affairs prepared Phase I of the operating budget for FY79 and submitted it to the President who submitted it to the District Board of Trustees (Board) for review and approval.

Budget instructions for the FY79 budget provided the following planning assumptions: (a) the budget was to be developed in two phases; (b) the FY79 Phase I budget was to be developed using the FY78 expenditure level for personnel and current expenses except for fixed costs such as utilities and telephone; (c) capital outlay was to be limited to Learning

Resource needs and equipment replacements; and (d) Phase II adjustments were to reflect organizational changes and a new compensation plan recently approved by the Board.

Personnel costs were budgeted to cost center accounts such as Biology, Mathematics, and Learning Resources. Ten additional special accounts were established. Budget cost centers were derived in 1973 from the statewide cost accounting and common course numbering system. FJC structured its budget and cost centers so they would interface with the state-required reporting system and allow FJC to report program costs by discipline as required. Although this budgeting process was effective for matching budgets with State-mandated cost analysis reports, it made no attempt to match the allocation of resources to expressed program needs.

The FY79 budget development process was a ten-day incremental budgeting process based on historical spending levels. No attempt was made to match allocation of resources to expressed program needs. A listing of budget forms and lists used in the FY79 budget development process is provided in Appendix I.

FY80 Budget Development Process

The FY80 budget development process marked the first of five consecutive years of changes in budgeting practices at FJC. For the first time, budgets were reviewed by campus and collegewide budget review committees who examined written need justifications submitted by program managers to see if (a) there was sufficient justification of need and (b) if the

need had been met sufficiently. Members of the committees supplemented written justifications with verbal support and justification. Budget planning committees also provided a vehicle for the EVP to explain the rationale and demonstrate the benefits of program-based budgeting.

The FY80 budget development process started in April, 1979, when the EVP distributed a 37-page budget instructional package. A description of the budget review process and timeframes were also provided. Of special significance was the EVP's mention in the cover memo to "new concepts" that were described in the budget instruction package. The EVP openly requested staff support for the new concepts.

New concepts introduced in the FY80 budget instructions represented "initial steps toward a revised and more comprehensive budget development process to be fully implemented by the FY81 budget." Three purposes for revising the budgeting process were given: (a) to have a system which was aligned with the College planning process; (b) to involve each organizational unit in budget development; and (c) to move away from incremental budgeting based on historical spending levels. No actual mention of program-based, zero-based budgeting was made.

The FY80 budget also stressed the need to verify all positions with those listed in the Personnel Position Code Directory (Directory). Control of the Directory was

eventually moved from the Personnel Department to the Budget Office to interface control of positions with availability of funds in the budget.

Current expense and capital outlay justification forms were provided for program managers to justify all accounts that had no funds allocated automatically.

As a first step in "relating the planning process to the budget request process," the FY80 budget instruction package included program analysis forms on which program managers were to provide "a more comprehensive narrative justification of existing and new programs." A sample program organization chart was also provided. Each program was to be described briefly in terms of goals, objectives, and activities. A list of institutional memberships was presented for campus provosts to make additions or deletions from the previous year's list.

The EVP provided planning assumptions pertaining to Phase II budgeting activities in early August, 1979. No campus would receive more than 20% of the available funds. All special allocation requests were zero-based that required written descriptions and justifications on specially designed forms. A listing of budget forms and lists used in the FY80 budget development process is provided in Appendix I.

FY81 Budget Development Process

By early 1980, FJC was moving rapidly toward a program-based, zero-based budget development process. For the first time, a Budget Officer was employed to provide the necessary staff support.

The beginning of the FY81 budget development process was moved to early February, 1980, which provided almost 2 1/2 months additional planning time compared with the two previous years. Campus provosts and business managers reviewed the 110-page FY81 Phase I budget instruction package before it was distributed to program managers.

The FY81 budget instruction package provided more than procedures on how to prepare the budget. It was designed to assist program managers in identifying, describing, and justifying their program funding needs. The purpose of program-based budgeting, as expressed in the instructions, was to provide program managers and other decision makers with improved information on program details and effectiveness. Program-based budgeting was also instituted to improve the quality of budget decision making.

The first step in the FY81 budget development process, the instructions explained, was to define or redefine the 112 or more programs offered at FJC. To facilitate this, program managers were asked to develop a two-part Budget Development Plan. The first part, called the Program Budget Plan, described program goals, objectives, and performance measures. The second part, called the Program Budget-Financial section,

detailed the financial resources necessary to carry out the program plan. Special definition of terms used in this new budgeting process were provided in the budget instruction package to help program managers distinguish between terms such as goals and objectives.

Instructions explained that in the future, program accounts would roll up to the next highest organizational level until a campus program budget was reached. Five hierarchical levels within the College's organizational structure were established for the first time and reported in the instructions.

For the FY81 budget, an alternate plan to accommodate a five percent reduction in funding level was required of all program managers due to anticipated revenue short falls and predicted effects of inflation.

Much of the FY81 budget instruction package was made up of program information provided to program managers in the forms of lists, charts, and computer printouts. The FY81 budget package also standardized and structured the process of requesting new positions.

Phase II of the FY81 budget was prepared as an extension of the Phase I process wherein all requests were submitted within the same program structure as in Phase I. A listing of budget forms and lists used in the FY81 budget development process is provided in Appendix I.

FY82 Budget Development Process

The FY82 budget was prepared under the planning assumption that the Governor's budget would place a "severe limitation" on the College. Therefore, operating expenses for FY82 would remain the same as FY81 except with certain fixed cost items. The purpose of the FY82 budget development process, the instructions explained, was to cause a review of budget figures and supporting justification documentation for accuracy.

Unlike FY81, the budgeting process for the FY82 budget was initiated in early April, 1981. The 36-page FY82 budget instruction package was distributed with a green cover jacket entitled "Budget Development Plan, 1981-82" that was artistically designed to illustrate its relationship to other collegewide institutional planning process.

Because of the conservative posture taken about projected state revenues for FY82 and because of the difficulty experienced by the staff during the previous year in preparing program plans, program-based budgeting was "temporarily altered." The EVP decided to conduct program planning outside the budget development process as part of the College's new organization development (OD) planning process.

The FY82 budget package formally introduced the concept of zero-based budgeting for selected expense items where the previous year's budget request was not necessarily an appropriate indication of future needs such as renovation and maintenance requests.

Because of expected budgetary limitations, several planning assumptions were provided to control and standardize budget requests, such as no new full-time personnel unless needed to support new FTE. Zero-based budgeting was required for all institutional memberships and for all permanent part-time employees due to a new State requirement to pay Social Security and Florida retirement benefits to permanent part-time personnel. Appropriate forms were provided for every new request item determined to be zero-based. A listing of budget forms and lists used in the FY82 budget development process is provided in Appendix I.

FY83 Budget Development Process

Administrative policies and procedures for the development of FJC's operating budget were developed and approved by the President's Cabinet in December, 1981. These procedures formalized four characteristics of FJC's budget development process for FY83 and all subsequent years:

1. Broad-based participation by College staff, particularly program managers.
2. A roll-up budget through all levels of the organization.
3. A linking of program goals and objectives to resource requirements.
4. Budget management responsibilities at the program level.

The administrative procedures also clarified the budgeting review and decision making process, the role and membership of the College Budget Review Committee, and the responsibilities of program managers to administer their budgets throughout the fiscal year.

The FY83 budget development process was a completely zero-based budgeting process using 11 decision packages. Decision packages were used to group key budgeting areas together to facilitate budget planning and decision making. Decision packages 4-11 were distributed in late February, 1982; decision packages 1-3 were distributed in the middle of March, 1982. A listing of the 11 decision packages used in the FY83 budget development process is provided in Appendix I.

A conservative posture was assumed again regarding projected revenues for FY83. FY83 budget planning assumptions were similar to FY82 assumptions in that they capped expenditure requests at the FY82 budget level. Nevertheless, zero-based request items still required complete description and justification. It was the responsibility of program managers to develop budget requests reflecting actual program needs. Budget priorities were assessed and supported at each higher level in the budget review process. Decision package summary sheets summarized each campus budget request by decision package. Special approval checklists were provided to eliminate duplicate funding for items such as publications

and computer equipment. Program managers prioritized and grouped all requests into categories of highest, high, or medium.

Phase II of the FY83 budget development process used seven decision packages that are listed along with all budget forms and lists used in the FY83 budget development process in Appendix I.

Goal Orientations

Under historical-based funding, program managers attempted to continue or increase the previous year's level of activities in order to maintain or increase the next year's funding level. The focus was on maintaining past performance rather than on meeting expressed needs. To reverse this tendency, the administration decided to institute program-based, zero-based budgeting which required program managers to clarify and evaluate program needs. Program-based budgeting required program managers to think in terms of programs rather than in terms of detached activities and services. Zero-based budgeting required annual justification of need and shifted the burden of expenditure justification to program managers who were required to incorporate expenditure needs into program plans.

Budgeting, by definition, is an allocative process. However, the change from incremental or historical-based budgeting to program-based, zero-based budgeting required management behavioral changes as well as structural changes to the College's program organization and decision making processes.

Types of Knowledge

Efforts to gain the support of the staff to carry out program-based, zero-based budgeting were implemented through discussion meetings, workshops, and verbal and lengthy written instructions. Each year, College officials refined the written budget instructions and adjusted the amount of time and effort assigned to develop the budget. A well defined sequence of events was laid out in the instructions that served to structure and standardize the budget development activities for each year.

In 1983, when it became clear that program managers were experiencing difficulty in developing program plans, College officials modified the program planning process of the budget development process to allow program planning to be accomplished outside the budgeting process in a more structured process.

Planning Strategies

The decision to move from an historical-based budget development process to a program-based, zero-based budget development process represented a fundamental change in the fiscal management practices of the College. This decision was deliberated and eventually adopted at the highest administrative level of the College. Decisions related to the

implementation of a program-based, zero-based budget development process were made by the EVP who worked closely with the members of the President's Cabinet.

Because of the sensitive nature of the budget decision making process, the EVP chose to move gradually towards program-based, zero-based budgeting over a period of three to five years. Each year, the previous year's process was examined and refined.

Patterns of Implementation

To promote lasting change to the budgeting process, changes in awareness, attitudes, behavior, and values held by those who prepared the budget were sought. This change was sought through (a) incremental changes in the budgeting process over a three to five year period; (b) lengthy and descriptive instructions on how and why to prepare a program-based, zero-based budget; (c) in-service training budget workshops for program managers; and (d) meetings with campus and collegewide budget review committees to explain the rationale behind budgeting processes and decisions. When resistance emerged, steps were taken to minimize the threat by eliminating tasks that generated resistance among program managers. New strategies were developed to accomplish program planning through alternative means such as organization development activities.

Planning Objects

Planning activities were directed toward collegewide budget development, program planning, and administrative decision making processes. However, the primary object was the role of program managers in collegewide budgeting and program planning policies and procedures.

Summary

Seven sets of planning activities presented in Chapter Three were described in terms of an overview of major events, goal orientations, types of knowledge, planning strategies, patterns of implementation, and planning objects. Each set was developed from a review of College documents and from interviews with College personnel who were directly involved in the planning activities.

The next step in the study was to analyze the seven sets of planning activities and to categorize five planning dimensions for each set using Inbar's (1980) 16 operational definitions. Profiles of the seven sets of planning dimensions were compared with Inbar's (1980) four quadrants to determine how well the planning activities matched Inbar's (1980) conceptual frame of reference.

CHAPTER FOUR SUMMARY OF THE FINDINGS

Introduction

To determine the utility of Inbar's (1980) conceptual frame of reference for describing educational planning activities, the seven sets of noninstructional planning activities described in Chapter Three were categorized and compared with Inbar's (1980) conceptual frame of reference. A summary of the findings is presented in Chapter Four.

Planning Dimensions and Profiles

Major and minor planning dimensions for each set of planning activities were identified based on Inbar's (1980) 16 operational definitions. Profiles of the planning dimensions for each set of planning activities were developed and compared with Inbar's (1980) four quadrants. Dominant and minor quadrants were then assigned to each set based on the number of matched planning dimensions. A summary of the findings is presented below for each set.

Marine Center Planning Activities

Goal orientations

Marine Center planning activities were oriented toward an allocative goal to build an instructional support facility

to provide skilled manpower in the marine trades that would lead to the economic development of the region.

FINDING:	Major Goal:	Allocative
	Minor Goal:	None

Types of knowledge

Construction activities consisted of well-formulated sets of decisions translated into specific tasks coordinated through graphs, timetables, and PERT charts. Decisions to select the site, the contractors, and the engineers were supported by data gathered from state mandated bid solicitation and selection procedures.

Initial design decisions for the building were based on planner expertise and intuition due to the lack of a well-formulated curriculum for the marine trade programs. The master plan underwent continuous refinements throughout the planning period as a result.

FINDING:	Major Knowledge:	Explicit
	Minor Knowledge:	Implicit

Planning strategies

Traditional design and construction techniques followed a rational process of assessing needs, analyzing means against ends, making detailed decisions, and implementing those decisions.

Because the Marine Center was designed and constructed to meet expressed needs of the community, linkages were established to gain and maintain the support of influentials in the community power structure and marine industry. Linkage strategies were used also for fund raising activities and in

commemorating a community influential by naming the Center in his honor.

Incremental strategies were used to refine the facility's design after relocating several buildings, docks, and piers.

Because both rational and incremental strategies were found, a mixed scanning strategy existed but only as a minor strategy due to the predominance of the rational strategy and the incidental employment of incrementalism.

FINDING:	Major Strategy:	Rational
	Minor Strategy:	Linkage
	Minor Strategy:	Incremental
	Minor Strategy:	Mixed Scanning

Patterns of implementation

Engineering and construction activities were implemented through formal contractual arrangements. Fund raising activities were explorative in nature, as were some of the design features.

FINDING:	Major Pattern:	Institutionalized
		Discipline
	Minor Pattern:	Explorative

Planning objects

Planning activities were directed toward an instructional support facility which represented part of the physical-structural aspects of FJC. Planning activities were directed also toward projected maritime industry manpower shortages.

FINDING:	Major Object:	Environment and
		Organization
	Minor Object:	System and
		Subsystem
		Parameters

Summary for the Marine Center

Major planning dimensions identified for the Marine Center planning activities are provided below:

Goal Orientation:	Allocative
Type of Knowledge:	Explicit
Planning Strategy:	Rational
Pattern of Implementation:	Institutionalized
	Discipline
Planning Object:	Environment
	and Organization

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 3 where major dimensions are shaded darker than minor dimensions.

College Administration Building Planning ActivitiesGoal orientations

The primary goal was to build a new administrative support facility. It was assumed that this new facility would improve morale and increase productivity.

FINDING:	Major Goal:	Allocative
	Minor Goal:	Behavioral

Types of knowledge

Construction activities consisted of well-formulated sets of decisions translated into specific tasks coordinated through graphs, timetables, and PERT charts. Decisions to select the site, the contractors, the engineers, and the architect were supported by data gathered from state mandated bid solicitation and selection procedures. Design of the building resulted from data gathered from OD work and from surveys of actual and estimated departmental needs.

	Marine Center	College Admn. Bldg.	Certif. Prog.	Orien. Prog.	Pers. Payrl. System.	Finance Dept.	Budget
GOALS							
Allocative	X	X			X	X	O
Behavioral		O	X	X		O	X
KNOWLEDGE							
Explicit	X	X	O	O	X	O	X
Implicit	O	O	X	X	O	X	O
STRATEGIES							
Rational	X	X	O		X	X	O
Mixed Scan.	O	O	X		O	O	X
Increment.	O	O	O	X	O	O	O
Linkage	O	O			O		
IMPLEMENT.							
Inst. Disp.	X	X			X	O	
Man. Pers.		O	X	O		X	X
Reeduc.			O	X	O	O	O
Explor.	O	O					
OBJECTS							
Sys/Subsys.	O						
Role/Per.		O	X			O	X
Grp/Indiv.				X			
Env/Organ.	X	X	O	O	X	X	O
DOMINANT QUADRANTS	One	One	Two	Three	One	None	Two

Figure 2
Summary of Findings

X = Major
O = Minor

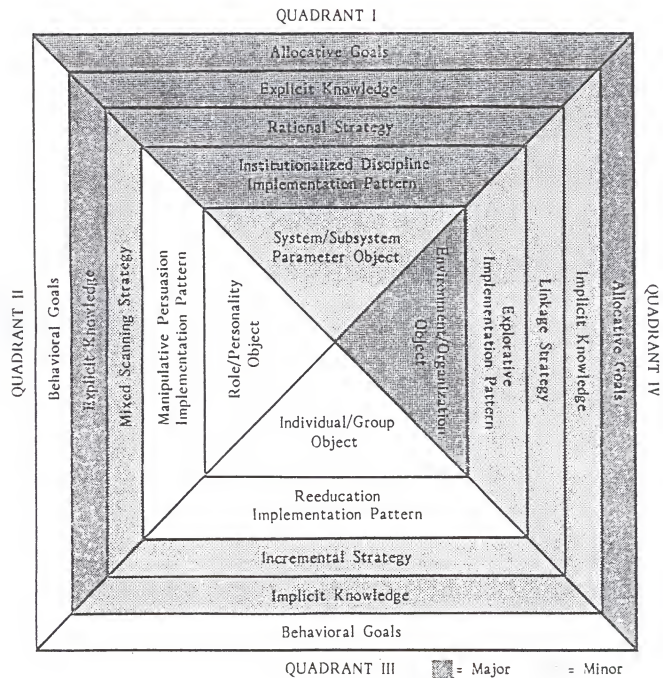


Figure 3

Marine Center Planning Activities Profile

As with the Marine Center, the overall design of the building underwent continuous refinements as standards and criteria were developed and implemented.

FINDING:	Major Knowledge:	Explicit
	Minor Knowledge:	Implicit

Planning strategies

The major strategy was a rational strategy of assessing needs, analyzing alternatives, assessing means against ends, and implementing decisions. Minor incremental strategies were also found regarding design decisions. Minor linkage strategies were found in the resolution of political disputes over the acquisition of land. Because both rational and incremental strategies were found, a mixed scanning strategy existed, but only as a minor strategy due to the predominance of the rational strategy throughout this construction project.

FINDING:	Major Strategy:	Rational
	Minor Strategy:	Incremental
	Minor Strategy:	Linkage
	Minor Strategy:	Mixed Scanning

Patterns of implementation

Most construction activities were conducted either under contract or through assigned tasks associated with a person's position or committee assignment. Manipulative persuasion was employed to gain administrator participation in the development of educational specifications, to introduce some new work concepts, and to conduct OD planning. In addition, explorative patterns were used for projecting future departmental facilities, furniture, and equipment needs.

FINDING:	Major Pattern:	Institutionalized Discipline
	Minor Pattern:	Manipulative Persuasion
	Minor Pattern:	Explorative

Planning objects

Planning activities were directed toward an administrative support facility which represented part of the physical-structural aspect of FJC. OD activities and new work concepts were directed toward managerial role expectations.

FINDING:	Major Object:	Environment and Organization
	Minor Object:	Role and Personality

Summary for the College Administration Building

Major planning dimensions identified for the CAB planning activities are summarized below:

Goal Orientation:	Allocative
Type of Knowledge:	Explicit
Planning Strategy:	Rational
Pattern of Implementation:	Institutionalized Discipline
Planning Object:	Environment and Organization

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 4.

Certification Program Planning Activities

Goal orientations

The goal was to assure a minimum level of quality in the preparation of faculty, counselors, and librarians.

FINDING:	Major Goal:	Behavioral
	Minor Goal:	None

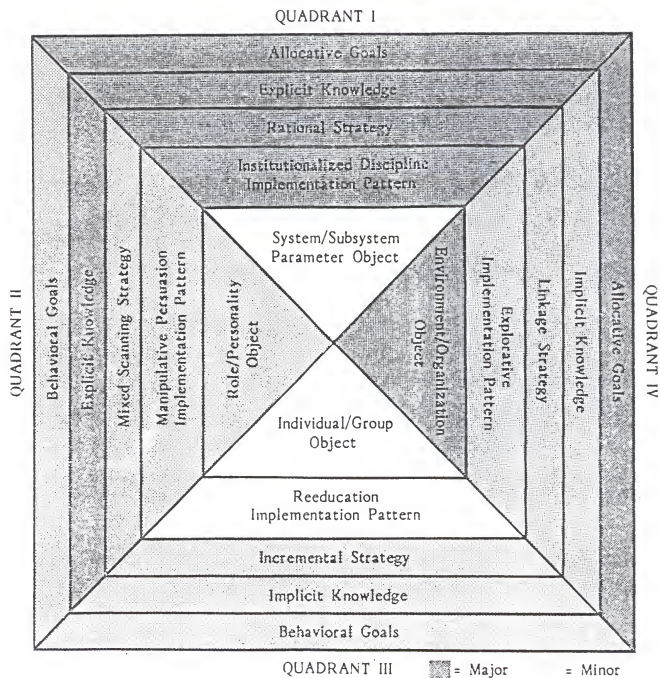


Figure 4

College Administration Building
Planning Activities Profile

Types of knowledge

Basic strategies about how to develop a new Certification Program were based on intuition that a gradual and participatory approach would result in the least amount of staff resistance and generate the greatest amount of support. The large amount of time spent by members of the Cabinet in reviewing materials and in discussing issues with Committee members, and the Cabinet's repeated attempts to refine and balance the standards and criteria reflected the implicit nature of the knowledge employed in these planning activities. Some quantifiable data such as SACS standards and summary reports on potential impact were used to support decisions about specific criteria and standards.

FINDING:	Major Knowledge:	Implicit
	Minor Knowledge:	Explicit

Planning strategies

Strategies involved rational decision making processes for developing proposals, reviewing options, making decisions, and implementing decisions augmented by incremental strategies for refining standards and criteria that would satisfy all constituents. Both rational and incremental strategies were used as part of a mixed scanning strategy employed deliberately to maintain control while simultaneously introducing gradual change.

FINDING:	Major Strategies:	Mixed Scanning
	Minor Strategies:	Rational
	Minor Strategies:	Incremental

Patterns of implementation

At all times, the Cabinet maintained control of the process through a strategy of assigning individuals and groups to develop proposals for Cabinet review and action. Recognizing that this approach would not necessarily ensure collegewide support and commitment to the new Certification Program, the Cabinet also encouraged activities involving faculty participation in the development and review of proposals and in establishing open communications.

The new Certification Program was not introduced formally as a Board policy until it was implemented and perceived no longer to be a potentially sensitive and/or disruptive issue. The Cabinet attempted to implement the new system without disrupting the non-union environment.

Resistance and disagreements were minimized at every opportunity. Workshops and information sessions were held to inform the faculty about detailed criteria and standards in the new certification and recertification program.

FINDING:	Major Pattern:	Manipulative Persuasion
	Minor Pattern:	Reeducation

Planning objects

Planning activities were directed toward the preparation of individuals in their role as faculty members, counselors, and librarians. Indirectly, role characteristics of the faculty and the politics of teacher preparation were addressed.

FINDING:	Major Object:	Role and Personality
	Minor Object:	Environment and Organization

Summary for the Certification Program

Major planning dimensions identified for the Certification Program planning activities are summarized below:

Goal Orientation:	Behavioral
Type of Knowledge:	Implicit
Planning Strategy:	Mixed Scanning
Pattern of Implementation:	Manipulative
	Persuasion
Planning Object:	Role and
	Personality

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 5.

Orientation Program Planning Activities

Goal orientations

The goal was to improve the performance of individuals who were new employees to the College or were transferred or promoted to a new position in the College.

FINDING:	Major Goal:	Behavioral
	Minor Goal:	None

Types of knowledge

The orientation program changed through a continuous process of improvements. Objectives were vague and never explicitly established except through informal discussions. A limited amount of quantitative data was available from participant evaluation feedback.

FINDING:	Major Knowledge:	Implicit
	Minor Knowledge:	Explicit

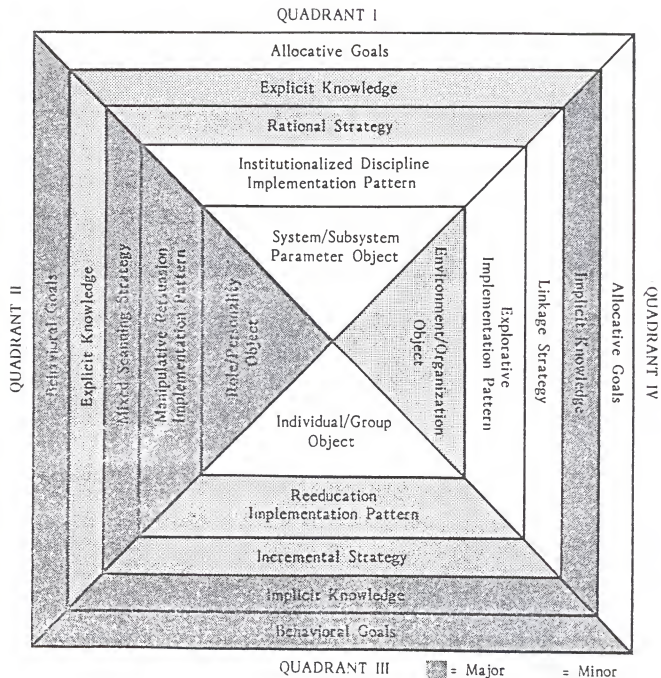


Figure 5

Certification Program Planning
Activities Profile

Planning strategies

Because the changes were introduced gradually, and because there were no overall strategies for implementing a well-defined orientation program, the strategy was incremental.

FINDING:	Major Strategy:	Incremental
	Minor Strategy:	None

Patterns of implementation

There were two main patterns of implementation. One pattern involved the manipulative persuasion of campus administrative supervisors who presented a potential threat to the success of a new and more centralized orientation program. The second and major pattern involved educational activities for the employees participating in the orientation program. Whereas reeducation was used to relate employee attitudes and value changes to performance, manipulative persuasion was used to convince the power structure of the benefits to be gained from a new orientation program.

FINDING:	Major Pattern:	Reeducation
	Minor Pattern:	Manipulative Persuasion

Planning objects

Planning activities were directed toward individual employees. It was assumed that through individual change, the organizational climate would improve.

FINDING:	Major Object:	Individual and Group
	Minor Object:	Environment and Organization

Summary for the Orientation Program

Major planning dimensions identified for the Orientation

Program planning activities are summarized below:

Goal Orientation:	Behavioral
Type of Knowledge:	Implicit
Planning Strategy:	Incremental
Pattern of Implementation:	Reeducation
Planning Object:	Individual and Group

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 6.

Personnel Payroll Planning Activities

Goal orientations

The goal was to improve the quality of management information about the College personnel through the development and implementation of a new computerized information system. Information was perceived as a valuable resource to the College.

The behavioral goal of improving management personnel practices was assumed, but never addressed directly during the planning activities. In fact, all policy and procedural issues that might have impacted the quality of personnel practices were addressed outside the planning process.

FINDING:	Major Goal:	Allocative
	Minor Goal:	None

Types of knowledge

"Development" of the new personnel payroll system consisted of well-formulated sets of decisions documented by needs assessments and surveys. "Implementation" of the new

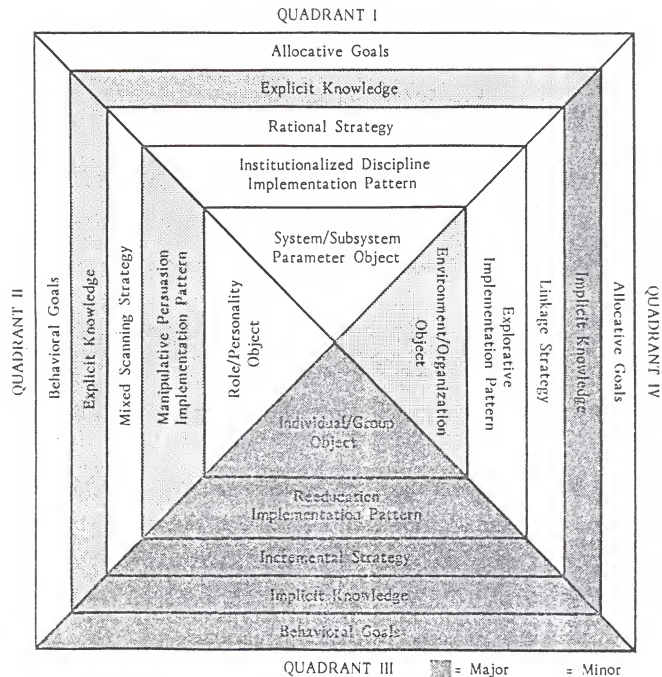


Figure 6
Orientation Program Planning
Activities Profile

system consisted of repeated trial and error runs and refinements to remove problems in the new system. Implicit knowledge was amplified after two key data processing personnel resigned during the conversion and testing period which left planners with less expertise and knowledge of the old systems.

FINDING:	Major Knowledge:	Explicit
	Minor Knowledge:	Implicit

Planning strategies

The major strategy employed was a rational process of assessing needs, weighing and assessing alternatives, and setting and revising goals and deadlines. Policy and procedural decisions made outside the planning process were implemented. Some incremental strategies were used near the end to solve a variety of conversion problems and to satisfy everyone concerned. A minor linkage strategy was used to establish communications with other institutions who bought the system from the same vendor.

FINDING:	Major Strategy:	Rational
	Minor Strategy:	Incremental
	Minor Strategy:	Mixed Scanning
	Minor Strategy:	Linkage

Patterns of implementation

Planning activities were conducted by College personnel who were specifically assigned to the task because of their job position and/or expertise. Progress made by the team was continuously monitored through regularly scheduled meetings and progress reports. Some reeducation was used through workshops and information meetings to inform users about specifics regarding the operations of the new system.

FINDING:	Major Pattern:	Institutionalized Discipline
	Minor Pattern:	Reeducation

Planning objects

Planning activities were directed toward a computer program which would enhance FJC's information technology.

FINDING:	Major Object	Environment and Organization
	Minor Object:	None

Summary for the Personnel Payroll System

Major planning dimensions identified for the Personnel Payroll System planning activities are summarized below:

Goal Orientation:	Allocative
Type of Knowledge:	Explicit
Planning Strategy:	Rational
Pattern of Implementation:	Institutionalized Discipline
Planning Object:	Environment and Organization

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 7.

Finance Department Planning Activities

Goal orientations

The goal was to improve the allocation of personnel resources within the Finance Department. It was assumed that through reorganization and through improved understanding of assigned responsibilities, FJC's fiscal management would improve.

FINDING:	Major Goal:	Allocative
	Minor Goal:	Behavioral

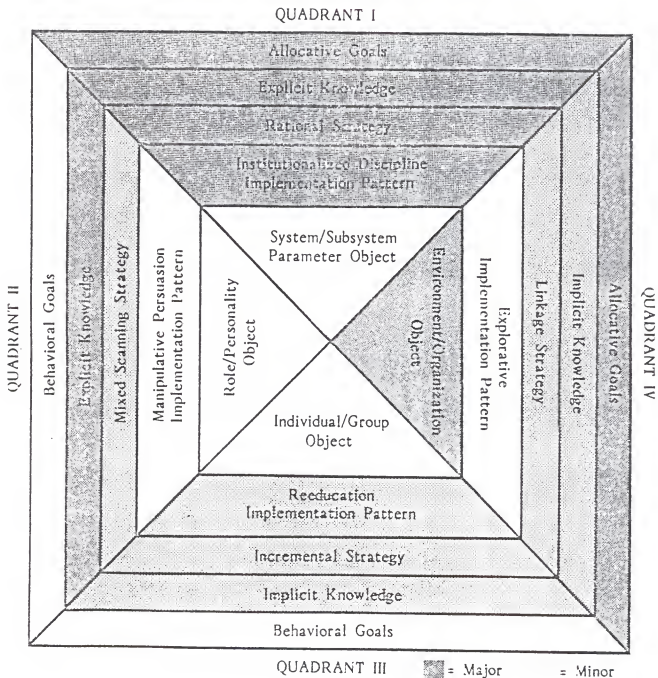


Figure 7

Personnel Payroll Planning
Activities Profile

Types of knowledge

Knowledge was based primarily on intuition and insight gained from personal experience and lengthy consideration of a variety of organizational factors. Reorganizational decisions were implemented through a series of gradual changes to assigned job duties, reporting relationships, and new positions. Some organizational changes resulted from knowledge gained through analyses of audit reports.

FINDING:	Major Knowledge:	Implicit
	Minor Knowledge:	Explicit

Planning strategies

FJC's OD process provided a formalized procedure for decision makers to consider, decide, and implement proposed organizational changes. The process was a rational and formalized change process. However, reorganization was introduced incrementally after the first major change in 1979. The combination of rational and incremental strategies represented a mixed scanning strategy only as a minor strategy due to the predominance of the rational strategy.

CONCLUSION:	Major Strategy:	Rational
	Minor Strategy:	Incremental
	Minor Strategy:	Mixed Scanning

Patterns of implementation

The OD planning process was used as a management tool to minimize the usually disruptive nature of organizational change. It was not fully operational throughout all of 1979-80 when most of the major organizational changes were implemented. Nevertheless, the process was functioning sufficiently to formalize the change process. OD plans were

reviewed through hierarchical administrative review processes designed to improve administrator understanding of the nature and scope of assigned administrative responsibilities.

The development of administrative policies and procedures indirectly impacted the Department's organization by controlling and standardizing fiscal management procedures that would have been controlled and standardized through direct day-to-day supervision.

FINDING:	Major Pattern:	Manipulative
		Persuasion
	Minor Pattern:	Institutionalized
		Discipline
	Minor Pattern:	Reeducation

Planning objects

Planning activities were directed toward the organizational structure of FJC's Finance Department and the role and scope of assigned responsibilities of individuals and major functional areas within the Finance Department.

FINDING:	Major Object:	Environment and
		Organization
	Minor Object:	Role and Personality

Summary for the Finance Department

Major planning dimensions identified for the Finance Department planning activities are summarized below:

Goal Orientation:	Allocative
Type of Knowledge:	Implicit
Planning Strategy:	Rational
Pattern of Implementation:	Manipulative
	Persuasion
Planning Object:	Environment
	and Organization

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 8.

Budget Planning Activities

Goal orientations

Although budgeting was an allocative process, the goal of this set of planning activities was to change the planning practices of program managers. It was assumed that this behavioral change would eventually lead to an indirect goal of improved quality of programs offered and improved funding allocation processes.

FINDING:	Major Goal:	Behavioral
	Minor Goal:	Allocative

Types of knowledge

The decision to change the budget development process was based, in part, on the professional expertise of the EVP and his staff. Gradual change was deliberately implemented to avoid user resistance and rejection. Budget instructions clearly laid out the sequence of events to be followed in the budget development process each year. Most program managers were aware of the yearly changes to the budgeting process, however, they were unaware of the overall change strategy. Explicit knowledge supported the yearly, incremental changes to the budgeting process. Implicit knowledge supported the overall or fundamental change strategy to convert to a program-based, zero-based budget development process.

FINDING:	Major Knowledge:	Explicit
	Minor Knowledge:	Implicit

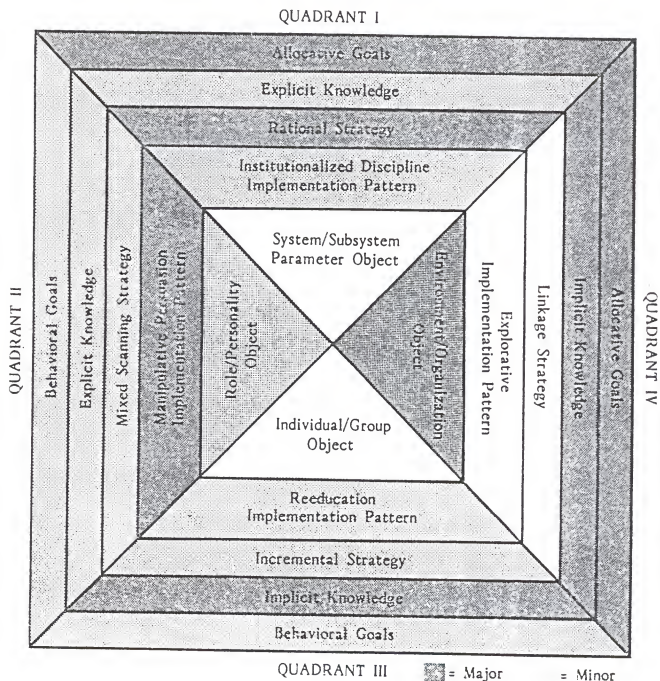


Figure 8

Finance Department Planning
Activities Profile

Planning strategies

The fundamental decision to change to program-based, zero-based budgeting through a deliberately incremental change process was a mixed scanning strategy.

FINDING:	Major Strategy:	Mixed Scanning
	Minor Strategy:	Rational
	Minor Strategy:	Incremental

Patterns of implementation

Manipulative persuasion and reeducation were used to implement behavioral changes, awareness, attitudes, and values of program managers through the use of written instructions, workshops, planning committees, and information sessions. The use of structured forms and hierarchical budget review processes forced the identification and justification of program structure and resource needs. In addition, the decision to alter temporarily the budgeting process was a strategy to minimize growing resistance and to gain long term acceptance and commitment to this new form of program planning.

FINDING:	Major Pattern:	Manipulative Persuasion
	Minor Pattern:	Reeducation

Planning objects

These planning activities were directed toward the educational role of program managers in relation to program planning. Indirectly, these activities focused on FJC's academic program structure and administrative decision making processes.

FINDING:	Major Object:	Role and Personality
	Minor Object:	Environment and Organization

Summary for the Budget

Major planning dimensions identified for the Budget planning activities are summarized below:

Goal Orientation:	Behavioral
Type of Knowledge:	Explicit
Planning Strategy:	Mixed Scanning
Pattern of Implementation:	Manipulative
	Persuasion
Planning Object:	Role and Personality

A summary of the major and minor planning dimensions is provided in Figure 2. A profile of the major and minor planning dimensions is provided in Figure 9.

Summary of the Major and Minor Planning Dimensions

Major and minor dimensions found in each set of planning activities summarized in Figure 2 were compared and profiled against Inbar's conceptual frame of reference in Figures 3 through 9. Major dimensions were shaded darker than minor dimensions to illustrate the relative weight of the various planning dimensions within each profile.

Comparisons with Inbar's Quadrants

To determine how well the seven sets of planning activities matched Inbar's (1980) conceptual frame of reference, the profiles of the seven sets were analyzed and compared with Inbar's four quadrants. Profiles that matched four of the five major dimensions within any quadrant were assigned that quadrant as a dominant quadrant. Only one dominant quadrant was assigned to each profile. Profiles that

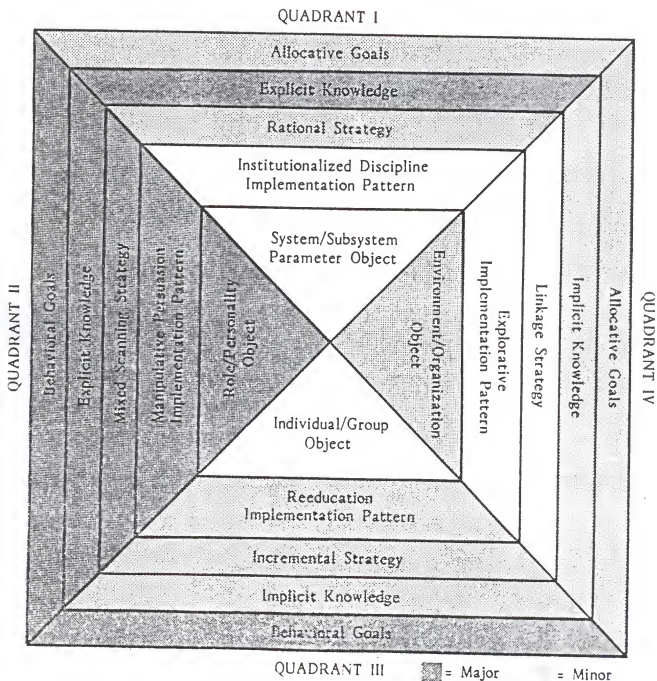


Figure 9

Budget Planning Activities Profile

matched four minor and/or major dimensions within any quadrant were assigned that quadrant as a minor quadrant. Minor quadrants were assigned only for the purposes of augmenting dominant quadrants. If no dominant quadrants were assigned, no minor quadrants were assigned. Dominant and minor quadrants assigned to the seven sets of planning activities are reported below.

Marine Center Planning Activities

Figure 3 depicts the profile of a set of planning activities that matched four of the five major dimensions of Inbar's (1980) quadrant one. Three minor and two major dimensions were found in quadrant four.

FINDING:	Dominant Quadrant:	One
	Minor Quadrant:	Four

College Administration Building Planning Activities

Figure 4 depicts the profile of a set of planning activities that was consistent with quadrant one in four of the five major dimensions. The large number of minor dimensions indicated that other quadrants were followed, but only quadrants two and four had the required number of dimensions to make them both minor quadrants.

FINDING:	Dominant Quadrant:	One
	Minor Quadrant:	two, Four

Certification Program Planning Activities

Figure 5 depicts the profile of a set of planning activities that matched four of the major dimensions of

quadrant two. Quadrant three was indicated as the minor quadrant with two minor and two major dimensions.

FINDING:	Dominant Quadrant:	Two
	Minor Quadrant:	Three

Orientation Program Planning Activities

Figure 6 depicts the profile of a set of planning activities that matched all of the five major dimensions in quadrant three. No minor quadrant was found.

FINDING:	Dominant Quadrant:	Three
	Minor Quadrant:	None

Personnel Payroll System Planning Activities

Figure 7 depicts the profile of a set of planning activities that matched four of the five major dimensions in quadrant one. Two minor and two major dimensions in quadrant four as a minor quadrant reinforced the allocative goal orientation of this set of planning activities.

FINDING:	Dominant Quadrant:	One
	Minor Quadrant:	Four

Finance Department Planning Activities

Figure 8 depicts a set of planning activities with major and minor dimensions scattered throughout all four quadrants. No one quadrant emerged as the dominant quadrant. Therefore, no minor quadrant was assigned. A large number of minor dimensions existed in this set of planning activities. Of the

16 possible types within Inbar's (1980) five dimensions, 12 were identified in this set of planning activities.

FINDING:	Dominant Quadrant:	None
	Minor Quadrant:	None

Budget Planning Activities

Figure 9 depicts a set of planning activities that matched quadrant two in all five dimensions. Three minor and one major dimension in quadrant three as a minor quadrant reinforced the behavioral goal orientation of this set of planning activities.

FINDING:	Dominant Quadrant:	Two
	Minor Quadrant:	Three

Summary

A summary of the major and minor planning dimensions and the dominant quadrants assigned to the seven sets of planning activities is presented in Figure 2. A summary of the assigned dominant and minor quadrants is presented in Table 1. The findings reflected a variety of planning dimensions and quadrants assigned to the seven sets of planning activities.

Quadrant one, which reflected a rational and quantitative approach to planning, represented the dominant profile of planning activities for the construction of two major educational support facilities and the development and implementation of a new computerized information system.

Quadrant two, which focused more on changing behavior within the formal and behavioral aspects of the educational

Table 1

Dominant and Minor Quadrants

Planning Activities	Quadrants			
	One	Two	Three	Four
Marine Center	Dominant	--	--	Minor
College Adminis- tration Building	Dominant	Minor	--	Minor
Certifi- cation Program	--	Dominant	Minor	--
Orienta- tion Program	--	--	Dominant	--
Personnel Payroll System	Dominant	--	--	Minor
Finance Depart- ment	--	--	--	--
Budget	--	Dominant	Minor	--
TOTAL	3 Dominant 0 Minor	2 Dominant 1 Minor	1 Dominant 2 Minor	0 Dominant 3 Minor

system, represented the dominant profile of planning activities for a new certification program and budget development process.

Quadrant three, which was directed at vague behavioral objectives for individuals and groups, represented the dominant profile of planning activities behind the development of a new orientation program for employees.

Quadrant four, which was directed at relationships and impact of environment and organization on the educational process, did not represent the dominant profile of any set of planning activities. However, quadrant four augmented the dominant profiles of three sets of planning activities represented by the rational approach in quadrant one.

CHAPTER FIVE ANALYSIS AND CONCLUSIONS

Introduction

The problem of the research project was to determine the utility of Inbar's (1980) conceptual frame of reference. To accomplish this, seven sets of planning activities were identified, categorized, and compared with Inbar's (1980) schema. Chapter Three describes the seven sets of planning activities based on the findings from the historical case study. Chapter Four summarizes the planning dimensions, profiles, and quadrants assigned to the planning activities based on Inbar's (1980) 16 operational definitions and four quadrants of planning activities.

Chapter Five presents conclusions drawn from the study about the utility of Inbar's (1980) operational definitions, categories of planning dimensions, quadrants, and the conceptual frame of reference. Chapter Five also presents suggestions for further research to improve educational planning outcomes.

Operational Definitions and Planning Dimensions

Inbar (1980) provided 16 operational definitions by which to classify five dimensions of educational planning.

Conclusions about the quality and usefulness of the 16 operational definitions and the five categories of planning dimensions are provided below.

Goal Orientations

Inbar (1980) provided two types of goal orientations: allocative and behavioral. These two definitions were found to describe adequately all goal orientations found in the seven sets of planning activities.

Figure 2 presents major and minor goal orientations found in the seven sets of planning activities. In terms of major dimensions, four sets were oriented toward allocative goals and three sets were oriented toward behavioral goals. Three sets were oriented toward both types of goals when major and minor dimensions were considered.

Even though the seven sets of planning activities were limited to noninstructional planning activities, the findings suggested that these planning activities were oriented toward a variety of goals including the improvement of personnel performance and the improvement of the allocation of resources.

A comparison was made between major goal orientations found in the sets of planning activities and major goal orientations described by Inbar (1980) in the dominant quadrants assigned to the profiles. In all cases, goal orientations in the sets of planning activities were consistent with goal orientations defined by Inbar (1980) in the assigned dominant quadrants. This comparison suggested

that the dimension called "goal orientations" was an important and consistent dimension in Inbar's (1980) conceptual frame of reference for these noninstructional planning activities.

Types of Knowledge

One of the most difficult definitions to operationalize was Inbar's (1980) concept of knowledge. Inbar (1980) offered two types of knowledge: explicit and implicit. As implied by the definitions, explicit and implicit types of knowledge were found to be manifested in one of three ways in these educational planning activities: (a) methods by which decisions were operationalized; (b) awareness by others about strategies and activities employed; and (c) types of information used to support decision making.

The findings reported in Figure 2 suggested that both explicit and implicit types of knowledge were present in all seven sets of planning activities. Explicit knowledge was the major type of knowledge in four sets of planning activities. Implicit knowledge was the major type of knowledge in the remaining three sets of planning activities.

The fact that both types of knowledge were found in all seven set of planning activities suggested that one type of knowledge was used for some aspect of the planning process while the other type of knowledge was used for other aspects. Even though both types existed for all sets, a dominant type of knowledge was easily identified for each set of planning activities based on Inbar's (1980) definitions.

A comparison was made between major types of knowledge found in the sets of planning activities and major types of knowledge described by Inbar (1980) in the dominant quadrants assigned to the profiles. In all cases, types of knowledge were consistent with types of knowledge defined by Inbar (1980) in the assigned dominant quadrants. When types of knowledge were combined with major goal orientations found in the seven sets of planning activities, the combinations were compared with the combinations described by Inbar (1980) in the assigned dominant quadrants. The combinations were found to be consistent with all but one of the combinations described by Inbar (1980) in the assigned quadrants. These comparisons suggested that the dimension called "types of knowledge" was an important and consistent planning dimension in Inbar's (1980) conceptual frame of reference for these noninstructional planning activities.

Planning Strategies

Inbar (1980) provided four operational definitions for planning strategies: rational, mixed scanning, incremental, and linkage. These strategies were manifested in the methods by which decisions were made about planning processes such as committee structures and review processes, and, to a lesser degree, decisions about features of the object under consideration such as specific standards or criteria. Major and minor planning strategies found in the seven sets of planning activities were identified and classified easily based on Inbar's (1980) operational definitions.

Figure 2 presents the major and minor planning strategies found in the seven sets of planning activities. Regarding major dimensions found, four sets employed a rational strategy; two sets employed a mixed scanning strategy; and one set employed an incremental strategy. No set employed a linkage strategy. All but one set employed a minimum of three strategies. However, it should be noted that by definition mixed scanning represented a combination of rational incremental strategies. All seven sets of planning activities employed incremental strategies. However, only one set, the Orientation Program, employed incrementalism as a major strategy.

Planning strategies, as depicted in Figure 2, were from among all four types of activities described by Inbar (1980). This finding suggested that varied strategies were common among and between these seven sets of noninstructional planning activities.

Mixed scanning, as defined by Etzioni (1967), represented a combination of rational and incremental strategies. This definition implied a sequential relationship between the two strategies beginning with a rational decision to make a fundamental change followed by a series of incremental decisions for implementing change. Mixed scanning as a major strategy was typified in the Budget planning activities where a decision was made to change to a program-based, zero-based budget development process through an incremental process.

Mixed scanning strategies were found either as major or minor strategies in six of the seven sets of planning activities. Mixed scanning as a major strategy was determined when the decision was made to implement change incrementally as a deliberate decision and part of the initial decision to implement the major change as was the case in the Budget and Certification Program planning activities. Mixed scanning as a minor strategy was determined when incrementalism surfaced almost unintentionally to either solve a persistent problem, to supplement a lacking curriculum plan, or to supplement the lack of timely decisions as was the case in the Marine Center, CAB, Personnel Payroll and Finance Department planning activities.

Multiple strategies were found in all but one of the seven sets of planning activities suggesting that single types of strategies were rare within these noninstructional planning activities. Multiple strategies might have resulted from the three to five-year time span and/or from the high degree of complexity that characterized these noninstructional planning activities.

A comparison was made between major planning strategies found in the sets of planning activities and major planning strategies described by Inbar (1980) in the dominant quadrants assigned to the profiles. In all cases, planning strategies in the sets of planning activities were consistent with planning strategies defined by Inbar (1980) in the assigned dominant quadrants. This comparison suggested that the dimension called "planning strategies" was an important and

consistent planning dimension in Inbar's (1980) conceptual frame of reference for these noninstructional planning activities.

Patterns of Implementation

Inbar (1980) provided four operational definitions for patterns of implementation: institutionalized discipline; manipulative persuasion; reeducation; and explorative. These patterns were found to be manifested generally in the kinds of planning activities associated with each set.

Figure 2 presents the major and minor patterns of implementation found in the seven sets of planning activities. Institutionalized discipline was the major pattern found in three sets; manipulative persuasion was the major pattern in three sets; and reeducation was the major pattern found in one set. Explorative was not found as a major pattern in any set. Multiple patterns were found in all seven sets.

Multiple patterns of implementation were found in all seven sets of planning activities suggesting that planning was always implemented through a variety of patterns. Different patterns were found to be employed simultaneously and/or sequentially. In some cases, different patterns were employed for different objects within a set of planning activities. However, in all cases patterns of implementation, as defined by Inbar (1980), were easily identified and classified.

A comparison was made between major patterns of implementation found in the sets of planning activities and major patterns of implementation described by Inbar (1980) in

the dominant quadrants assigned to the profiles. In all cases, patterns of implementation found in the sets were consistent with the patterns of implementation defined by Inbar (1980) in the assigned dominant quadrants. This comparison suggested that the dimension called "patterns of implementation" was an important and consistent dimension in Inbar's (1980) conceptual frame of reference for these noninstructional planning activities.

Planning Objects

Inbar (1980) provided eight operational definitions for four sets of paired planning objects. Figure 2 presents the major and minor planning objects toward which the seven sets of planning activities were directed. Regarding major objects, four sets were directed toward the environment/organization; two sets were directed toward role/personality; one set was directed toward individual/group; and no set was directed toward system/subsystem parameters. All but one set were directed toward at least two sets of paired planning objects.

Planning objects, unlike goal orientations, types of knowledge, planning strategies, and patterns of implementation, were found more difficult to classify based on Inbar's (1980) definitions. Inbar (1980) described "educational roles" of formal organizations as the planning objects for quadrant two and "role characteristics" of organizational climates for quadrant four. Inbar (1980) assigned system

authority flow charts, accountability, management of education, educational policy formation, and planning control systems as planning objects for quadrant two, but then assigned physical-structural dimensions, role autonomy, reward system, risk-taking supportiveness, and management behavior for quadrant four. Even after considering quadrant two's orientation toward behavioral goals and quadrant four's orientation toward allocative goals, Inbar's (1980) definitions between roles and organization were insufficient to distinguish adequately the classifications of planning objects for some of these noninstructional planning activities. It should be noted that educational planning activities examined in this project were institutional planning activities within a community college as opposed to educational planning activities at the statewide, national, or international level.

When planning objects identified in the sets of planning activities were compared with planning objects described by Inbar (1980) in the assigned dominant quadrants, half of the cases were found to be consistent and half were found to be inconsistent with the schema. This comparison suggested three possible conclusions: (a) Inbar's (1980) operational definitions were inadequate to distinguish clearly among types of planning objects; (b) planning objects, as defined, were not appropriate for educational planning activities at the institutional level; or (c) planning objects, as defined, were not important nor consistent planning dimensions in Inbar's

(1980) conceptual frame of reference for these non-instructional planning activities. Inbar (1980) suggested that the four quadrants reflected "some basic assumptions about the interrelationships among the categories of planning dimensions," but other combinations were possible, particularly regarding the four pairs of planning objects "which can be rotated, thus yielding various acceptable combinations" (p. 382).

Quadrants

Comparisons were made between profiles of planning dimensions in the seven sets of planning activities and the four quadrants in Inbar's (1980) schema. Six of the seven sets of planning activities matched at least one of the four quadrants. The one profile that did not match involved fairly unique organization development planning activities directed toward the planned reorganization of FJC's collegewide Finance Department. Found in this set of planning activities were 10 of Inbar's 16 possible features which suggested that the complexity of purpose and/or the diversity of activity may have contributed to the unique inconsistency of this set with Inbar's (1980) conceptual frame of reference.

Summary and Conclusions About the Utility
of Inbar's Conceptual Frame of Reference

Six of the seven sets of planning activities were found to match Inbar's (1980) conceptual frame of reference.

Therefore, it was concluded that Inbar's (1980) conceptual frame of reference was generally useful for describing and comparing planning activities. In addition, the following conclusions were drawn from the study:

1. Operational definitions. Twelve of the 16 operational definitions were comprehensive, usable, and enabled the user to move from the abstract to the observable.
2. Planning dimensions. Four of the five dimensions of planning were important, consistent, and adequate for describing abstract features in these educational planning activities.
3. Quadrants. Quadrants represented logically related constructs that enabled the user to compare and contrast diverse and complex features of these educational planning activities.
4. Legitimate approaches to planning. Not only was Inbar's (1980) conceptual frame of reference found to be useful for describing and comparing these educational planning activities, it broadened the nature and scope of what had been recognized as legitimate approaches to educational planning. For Inbar, planning was more than a process of setting goals and

objectives based on explicit knowledge. Inbar's (1980) conceptual frame of reference introduced a comprehensive view of educational planning as a continuous and varied process of achieving different goals through different types of knowledge, planning strategies, implementation patterns, and planning objects.

5. Systematic processes. Inbar's (1980) conceptual frame of reference provided a systematic process for describing and comparing planning activities. The ability to examine systematically processes as abstract, diverse, and complex as some of the planning activities examined in this study represented a significant breakthrough in the advancement of knowledge and understanding of educational planning practices. Even though Inbar's (1980) conceptual frame of reference was used in this study to describe and compare past practices, there was no evidence to suggest that the conceptual frame of reference could not be used with equal success to describe and compare present and future planning practices.

Suggestions for Further Research

To improve the outcomes of planning activities, more information about past, present, and future planning activities is necessary. Inbar's (1980) taxonomy makes possible future research that will further expand knowledge and understanding about educational planning. The following areas of research are suggested:

1. Frequency of type. Research is needed to determine the frequency of various types of planning (quadrants) suggested by Inbar (1980) for different sectors in education such as elementary, secondary, and postsecondary education, and for various levels of planning within each sector such as program planning, institutional planning, statewide planning, national planning, and international planning. Research is also needed to determine if there should be an appropriate balance in the frequency of type, and if not, why.
2. Consistency of type. Further research is needed to determine why planning dimensions within a type (quadrant) are inconsistent with Inbar's (1980) schema, and to what extent do these inconsistencies impact the quality of planning outcomes.
3. Interaction among and between types. In this study, seven simultaneous planning activities within one institution were examined. There is a

possibility that the outcomes, activities, and/or strategies of one set of planning activities impacted the outcomes, activities, and/or strategies of other planning activities taking place simultaneously within the institution. Additional research is needed to determine if an interaction effect exists, and if so, what is the nature and scope of the interaction effect.

4. Measurements of success. Further research is needed to determine effective methods of measuring successful educational planning outcomes. The findings from this study suggest that success might have to be measured relative to the type of planning (quadrant) because different measurements might be more appropriate for different types of planning.

For example, the observation and measurement of behavioral change might provide an effective indicator of success for planning activities that involve incremental strategies and employ reeducation as a pattern of implementation. Evaluation of well-formulated sets of decisions transmitted or translated into operational terms might provide appropriate indicators of success but only for planning activities based on explicit knowledge. When a comprehensive rational strategy does not exist, such as in quadrant four types of planning activities that deal with the relationship and impact

of environment and organization that have no clear cause and effect association between some of the planning activities, assessment of linkages may provide appropriate indicators of success.

Because multiple types of planning dimensions were found within most sets of planning activities identified in this study, a variety of measurements might be necessary to indicate accurately successes of a complex and diverse set of planning activities that transpires over a three to five year period.

5. Trends and forces impacting planning. After knowledge and understanding about the nature and frequency of educational planning is expanded, and after more effective measurements of success in planning outcomes are developed, research will be needed to identify significant trends and forces within the educational environment that are or have the potential of impacting educational planning processes and resources. For example, some types of planning may not be feasible within a particular political or legal climate; some types might be too expensive for institutions with limited planning resources.
6. The management of educational planning. Additional research is needed to determine the best way to administer different types of planning. Research is needed, for example, to determine (a) economic and

personnel resources necessary to support various types of planning activities; (b) skills and competencies of administrative personnel engaged in different types of planning; (c) appropriate types of records that should be maintained and methods for ensuring accountability for planning activities; (d) appropriate methods of managing data to support planning activities; and (e) appropriate timeframes for various types of planning activities and outcomes.

Summary

The findings of this study support the conclusion that Inbar's (1980) conceptual frame of reference was useful for describing and analyzing these seven sets of planning activities and that the schema makes future research possible that will expand knowledge and understanding about educational planning and improve planning outcomes.

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APPENDIX A INSTITUTIONAL PROFILE

History and Background

In 1963, the Florida Legislature appropriated funds necessary to plan the establishment of Florida Junior College at Jacksonville (FJC), a two-year community college designed primarily to serve the citizens of Duval and Nassau Counties in Northeast Florida.

FJC was the twenty-first institution to be established as part of the system of 28 publicly supported community colleges in Florida.

In the beginning, FJC operated under the direction of the Duval and Nassau County Boards of Public Instruction, elected bodies which administered the public school programs through the 12th grade in their respective counties. Planning for FJC was guided by a Junior College Advisory Committee.

The Advisory Committee held a series of conferences with the two school boards to develop necessary resolutions for further planning. These conferences resulted in mutual acceptance by the school boards of the College's objectives and purpose. From the beginning, FJC grew into a comprehensive community college.

In 1966, FJC was accredited by the State Department of Education and received correspondence status with the Southern Association of Colleges and Schools (SACS). A charter class of 2,610 students was admitted in the Fall of 1966. The substantial enrollment for the College's first semester prestaged a phenomenal growth for FJC through the years as the College steadily built new and permanent campuses to meet community needs.

A significant change in the governance of FJC came in 1968 when the Florida Legislature adopted a bill transferring policy making control of the College from the county school boards to a local board of trustees. This board, called the District Board of Trustees, consisted of five members from Duval County and three from Nassau County, all appointed by the Governor for four-year staggered terms. The Board operated within the framework of State Statutes and State Board of Education rules and regulations.

Also in 1968, the Legislature authorized vocational, technical, adult and continuing education programs beyond the 12th grade in Duval County for FJC. This responsibility was previously a function of the Duval County Board of Public Instruction.

In October 1969, a visiting team from SACS reviewed FJC, and awarded full accreditation to the College at its annual meeting in Dallas, Texas, on December 3, 1969. A reaffirmation study was completed in 1973.

Since FJC's accreditation in 1969, four comprehensive campuses were opened in Duval County:

North Campus	1970
South Campus	1971
Downtown Campus	1977
Kent Campus	1979

While each of these campuses was comprehensive, each carried special curricular emphases or specialties. At North Campus, which also offered college credit classes at a part-time center in Nassau County, the emphases was on health-related programs, data processing, and adult basic education. At South Campus, the emphasis was on fine arts, humanities, criminal justice and fire science. At Downtown Campus, concentration was on occupational trades, business, and continuing education. At Kent Campus, distributive and mid-management education and home economics were emphasized. Each campus had a broad general education program plus adult and continuing education programs both on and off campus. In 1983, the College offered classes in over 300 off-campus centers in addition to the four main campuses.

In March 1982, the collegewide administrative offices of the College, previously housed in various leased facilities, were moved into a permanent four-story building located in the Jacksonville downtown area immediately west of the Downtown Campus.

Institutional Profile, 1982-83Personnel

Faculty	348 full-time 1,528 part-time
Counselors and Librarians	37 full-time 34 part-time
Career Employees	584 full-time 151 part-time
Administrators	94 full-time 57 part-time

Students

College Credit	24,763	
Non College Credit	49,467	
	<u>Enrolled</u>	<u>FTE</u>
College Transfer	14,128	5,026
Occupational	32,329	5,843
Adult	27,773	3,969
TOTAL	74,230	14,838
Average Age: College Credit	27.4 yrs	
Non-College Credit	36.5 yrs	
Sex: College Credit	female 57.7%	
Non-College Credit	female 36.5%	
Ethnic: College Credit	white 78.4%	
	black 16.1%	
	other 5.5%	
Non-College Credit	white 64.5%	
	black 29.3%	
	other 6.2%	

Facilities

FJC's four campuses occupied 551 acres of land.

FJC occupied 1,300,000 gross square feet of instructional and support space of which 50 percent was dedicated to instruction.

Instructional Programs

General Education/University Transfer
Occupational Education
Adult and Continuing Education
Community Instructional Services

16 Associate in Applied Science Degree Programs
33 Associate in Science Degree Programs
16 Technical Certificate Programs
47 Community Program Advisory Committees with
450 members.

APPENDIX B
INTERVIEW LIST

Dr. Luther B. Christofoli, Dean of General Studies and
Health Related Programs

Mr. Charles D. Federico, Facilities Planning Analyst

Dr. Charles O. Ferguson, Executive Vice President

Ms. Aimee E. Haley, Director of Payroll and Disbursements

Dr. Alice R. Hadwin, Personnel Counselor

Ms. Rosanne R. Hartwell, Former Director of Personnel

Ms. Leslie C. Hodges, Administrative Assistant, Personnel
Department

Mr. Steven E. Huntley, Director of Personnel

Mr. Richard E. Johnston, Project Coordinator, Educational
Services Department

Dr. Howard J. Schroeer, Director of Facilities

Mr. Jackson L. Spears, Associate Vice President of Finance

APPENDIX C DOCUMENT LIST

The following is a list of documents reviewed as part of the research project:

General References

Rules of the FJC District Board of Trustees
Administrative Procedures Manual
Classification, Wage, and Benefits Manual
SACS Self Study Report, 1983
FJC Fact Book
FJC Administrative Directory
FJC Catalogs, 1979 through 1984
Personnel Position Code Directory

<u>Department</u>	<u>Type of Document</u>	<u>Document Name</u>
MARINE CENTER PLANNING ACTIVITIES		
Facilities	File	Original Letters and Signature
Facilities	File	Marine Center Fact Sheet and History
Facilities	File	Marine Center Project Data
Facilities	File	Misc. Correspondence-SMTC
Facilities	File	Correspondence-SMTC Construction
Facilities	File	Legislative Brochure
Facilities	File	Marine Center Advisory Committee
Facilities	File	SMTC Ad-Hoc Planning Committee
Facilities	File	Property Conveyance HUD
Facilities	File	Marine Manpower Task Force
Facilities	File	EDA and CPRC Grant Approval
Facilities	File	Marine Center Educational Specifications
Facilities	Binder	Bid Package #1
Facilities	Binder	Bid Package #2: 1 of 3; 2 of 3; 3 of 3

<u>Department</u>	<u>Type of Document</u>	<u>Document Name</u>
Facilities	Binder	Southeast Marine Technical Center Correspondence
Facilities	Binder	EDA Grant Proposal
Facilities	Report	Site Evaluation Study, Feb. 1979
Facilities	Report	Educational Specifications for the Southeast Marine Technical Center
Facilities	Report	SMTC Master Plan Report
Facilities	Report	Executive Summary: So. Atlantic and Gulf Marine Manpower Project.
Facilities	Report	A Final Report to CPRC

COLLEGE ADMINISTRATION BUILDING PLANNING ACTIVITIES

Facilities	File	Building Planning Committee
Facilities	Binder	CAB Correspondence and Purchase Requisitions
Facilities	Binder	Phase I/II/III Documents
Facilities	Binder	Bid Package #1 Site Preparation
Facilities	Binder	CAB Files Reports
Facilities	Binder	Moving Correspondence
Facilities	Report	Educational Specifications for District Administration Building, March, 1980

CERTIFICATION PROGRAM PLANNING ACTIVITIES

SPD	File	FJC Certification Plan
SPD	File	Professional Credentialing Reports
SPD	File	Professional Certification System (4)
Personnel	File	FJC Certification System
Personnel	File	Credentialing Committee
Personnel	File	Certification (2)
Personnel	File	Teacher Certification
Personnel	File	Ad-Hoc Certification Committee
Exec.Library	Binder	Professional Credentialing Committee Recommendations
Exec.Library	Binder	Professional Certification Committee
Personnel	Report	State Dept. of Education, "How to" for Certification
Exec.Library	Report	FJC Certification Plan
Exec.Library	Report	Guidelines for Implementation of FJC Certification System

<u>Department</u>	<u>Type of Document</u>	<u>Document Name</u>
ORIENTATION PROGRAM PLANNING ACTIVITIES		
Personnel	File	Monthly Reports, 1979-80
Personnel	File	Monthly Reports, 1980-81
Personnel	File	Monthly Reports, 1981-82
Personnel	File	Monthly Reports, 1982-83
Personnel	File	Monthly Reports, 1983-84
SPD	File	Pers. Counselor Proj., Budget
SPD	File	Pers. Counselor Proj., General

PERSONNEL PAYROLL SYSTEM PLANNING ACTIVITIES

Finance	Binder	Users Reference Manual
Finance	Binder	Project Development Manual:
		Personnel Payroll System
Finance	Binder	Project Implementation Manual:
		Personnel Payroll System
Finance	Binder	Pers. Pay. Executive Review
Finance	Binder	Team Meetings Status Reports
Finance	Binder	IAI Payroll/Personnel
		Procedures Manual
Finance	Binder	IA Implementation Manual
Finance	Binder	P/P Transactions
Exec.Library	Report	Information Systems Plan

FINANCE DEPARTMENT PLANNING ACTIVITIES

Exec.Library	Binder	Finance Dept. OD Plans, 1979 - 1982
Finance	File	Finance Dept. OD Plan, 1983
Finance	File	Finance Dept. OD Plan, 1984

BUDGET PLANNING ACTIVITIES

Finance	File	Budget Instructions, FY79
Finance	File	Budget Instructions, FY80
Finance	File	Budget Instructions, FY81
Finance	File	Budget Instructions, FY82
Finance	File	Budget Instructions, FY83
Finance	File	Budget Instructions, FY84
Finance	Report	Annual Budget, 1976-77
Finance	Report	Annual Budget, 1977-78
Finance	Report	Annual Budget, 1978-79
Finance	Report	Annual Budget, 1979-80
Finance	Report	Annual Budget, 1981-82
Finance	Report	Annual Budget, 1982-83
Finance	Report	Annual Budget, 1983-84

APPENDIX D
A CHRONOLOGICAL LISTING OF EVENTS IN THE
MARINE CENTER PLANNING ACTIVITIES

1973

Duval County Schools approved an \$8 million skills center and FJC launched development of a \$15 million Downtown Campus.

The Jacksonville Chamber of Commerce conducted a job needs assessment which projected shortages in skilled metal trades and construction.

1974

Mark Battle Association carried out the benchmark study of shipyard manpower needs.

The Seapower Subcommittee of the U.S. House Armed Services Committee, chaired by Congressman Charles Bennett, conducted extensive hearings on shipyard problems both naval and private. The hearings confirmed the conclusions of the Battle study.

Congressional hearings, surveys, and national meetings highlighted the plight of the skilled manpower supply in the shipbuilding industry and the inadequacy of programs to meet the need. This condition was particularly acute in Jacksonville because of a growing demand.

Concern existed about the possible reaction of union workers in the marine trades, and how off the street students would fare against unskilled shipyard employees in training.

1975

The concept of a vocational training facility in Jacksonville was originated as a joint effort of representatives from maritime related industries, Jacksonville Chamber of Commerce, and FJC. This cooperation led to plans for a feasibility study of local manpower needs.

August, 1976

The Coastal Plains Regional Commission (CPRC) accepted an FJC proposal to conduct a long range needs assessment and to prepare a comprehensive plan.

December, 1976

FJC developed and submitted to CPRC a proposal for a Southeastern Marine Trade and Technical Academy.

January, 1977

FJC's proposal was accepted by CPRC and funded for \$75,000. FJC provided in-kind matching support in the amount of \$10,500 and a direct cash match of \$15,000.

Dr. Eric R. Mills was appointed Project Administrator. Mr. Richard E. Johnston was appointed Project Director.

Phase I of the CPRC grant commenced. This phase included the survey and analysis of the skills needed; Phase II would include the development of plans for a training facility.

Competitive bids resulted in the selection of the Olympus Research Corp to conduct the survey and analysis. The analysis was completed on schedule in June, 1977. A substantial need was shown in the shipbuilding and repair industry.

March, 1977

The Florida State Department of Commerce Employment Service provided 1970 census data regarding labor force, employed, unemployed, and unemployment rates projected for FY79 for the Jacksonville SMSA.

The Florida State Department of Administration acknowledged receipt of FJC's application for CPRC funding for FY79. The Governor expected to decide in June, 1978.

June, 1977

FJC submitted "Procedures and Plan of Work" for Phase II to CPRC.

July, 1977

The recommendations of the Olympus Report were approved by the Marine Manpower Task Force and FJC.

Authority to proceed with Phase II in the planning phase was requested and quickly granted by CPRC. Dr. James M. Callender, formerly Assistant to the Vice President for Campus Operations, was engaged as Project Director on July, 12, 1977.

December, 1977

The Marine Manpower Task Force met with Congressman Bennett and representatives of federal agencies to discuss funding of the new facility.

Through Congressman Bennett's office, a meeting was arranged and held in Washington for presenting to certain federal agencies the plans for a Marine Center. Presenters included members from the City Council, Chamber of Commerce, and FJC.

February, 1978

FJC requested an extension to the CPRC contract. It was approved on Feb. 23. The agreement extended the contract from March 31, 1978 to June 30, 1978.

April, 1978

A national conference was held at Sawgrass in Jacksonville that was cosponsored by FJC, the Marine Manpower Task Force, the Jacksonville Chamber of Commerce, and the U.S. Maritime Administration. The conference was for 90 shipyard owners and government officials to highlight shipyard manpower problems, exchange information, and promote the Southeastern rational effort. The conference was called the National Shipyard Manpower Conference.

FJC requested an extension to the CPRC contract. It was approved on May 8, 1977. The agreement extended the contract from January, 1978, to March 31, 1978.

June, 1978

As part of the Final Report, enrollment projections were made from 9/78 to 9/80.

FJC sent its final report to CPRC summarizing activities from January, 1977, including a supplemental add-on report for the contract extensions.

Curriculum development had not been completed at this time.

Phase I resulted in ten recommendations. Phase II concurred with all ten.

Jacksonville Mayor Hans Tanzler wrote to Congressman Bennett assuring that he and his staff were working with FJC to acquire funding.

Congressman Bennett wrote FJC confirming his contact with Mayor Hans Tanzler about the project.

July, 1978

FJC requested a third extension to the CPRC contract. It was approved on July 7, 1978. The agreement extended the contract from June 30, 1978 to August 31, 1978.

FJC staff and program development funds were committed to assist the curriculum development.

Radio, television, and newspaper coverage was provided on the new Marine Center.

FJC named Charles Federico as the new Director of the Marine Center replacing Dr. Callender.

The first four Florida State certified vocational instructors were employed for the program.

FJC submitted the final quarterly financial report to CPRC for the period of April 1, 1978 to June 30, 1978.

August, 1978

The search for funds for a permanent facility on the waterfront continued by an ad hoc committee representing the Chamber of Commerce, Mayor's Office, and FJC.

The new marine program opened on the Downtown Campus with five programs; the first classes enrolled 54 students in the new program that was taught by four full-time and part-time instructors who had participated in the development of the curriculum.

September, 1978

All funding for the director, instructors, and administrative support were assumed by FJC. Equipment was funded by federal grants. Supplies were funded by FJC.

October, 1978

Student enrollment was established at 84 which represented an increase from the 54 students enrolled the first day.

November, 1978

An FJC ad hoc Marine Center Planning Committee was established with seven members, to study the feasibility of a Marine Center to identify programs, project costs, and educational specifications.

December, 1978

The ad hoc Marine Center Planning Committee submitted an initial report to the Executive Vice President.

February, 1979

Realty developers submitted a site evaluation study that analyzed a number of sites along the western shore of the St. Johns River. Specific criteria for cost and land space were given. Recommendations were developed for more engineering studies for drainage and utilities at four of the seven sites surveyed.

Jacksonville City Council adopted a resolution supporting the concept of a Southeastern Marine Technical Center (SMTC).

March, 1979

The Lt. Governor of Florida informed FJC that CPRC had approved FJC's \$100,000 grant contingent upon FJC's acquisition of \$750,000 from the Economic Development Administration (EDA) and other local matching funds.

The Board approved an emergency action to update the District Master Plan to incorporate the SMTC.

April, 1979

Mayor Jake Goldbold confirmed the award of 2/3 of the required matching monies needed to fund the project.

Site selection and construction start up were discussed by the Downtown Campus Provost since funding appeared probable.

FJC decided to use the Coast Guard site in the EDA proposal even though it appeared too small.

FJC decided educational specifications should be reviewed and made more flexible to include a broader instructional base.

FJC did not anticipate construction to begin prior to FY81.

N.E. Florida Regional Planning Council (NEFRPC) acknowledged receipt of FJC's application for the EDA grant.

The Florida Department of Commerce provided additional labor force information from the 1970 census data.

May, 1979

FJC requested and received VA enrollment approval for four marine programs.

FJC received confirmation from Florida's Secretary of State that no archeological or historical sites were recorded for the proposed project area at the Coast Guard site, and no adverse impacts were expected on any site listed in the National Register of Historic Places.

June, 1979

The Lt. Governor of Florida informed FJC that \$160,000 was available from CPRC to supplement the EDA grant.

FJC and the City of Jacksonville Chamber of Commerce submitted the EDA grant to begin September, 1979. The proposal spelled out manpower shortages, training problems, objectives, need for assistance and background, community need, results and benefits expected, facilities to support an eleven month program for 500 students, and strategies for building a separate facility on the water but tied to the Downtown Campus administratively. The proposal asked for \$500,000 for the site acquisition and \$1,000,000 for the facility construction.

July, 1979

Professional land surveyors surveyed flood prone areas at the site and submitted a report to FJC.

A second request to the Florida Secretary of State was submitted for confirmation that no archaeological or historical sites were recorded for an additional amount of land. This request was denied and the State required a systematic archeological field survey by a professionally capable agency (federal historic regulations).

An archeologist from Florida State University surveyed the site as required, and presented a report that no historical archeological sites existed on the land.

September, 1979

The Florida Secretary of State granted clearance for ground disturbance activities based on the archeologist's report.

EDA awarded \$910,000 of which \$750,000 was a direct grant from EDA and \$160,000 was a supplementary grant from CPRC. The grant required that construction money be committed by September, 1983.

November, 1979

A SMTC Program Advisory Committee was established to assist in the development of the marine programs.

January, 1980

SDOE conducted a site inspection of the property and approved it in February, 1980.

February, 1980

The EDA project engineer assigned to the SMTC made a site visit.

SDOE approved the 15 acre site on Evergreen Avenue.

March, 1980

SBE approved the SMTC as an official project on the College Project Priority List.

The master planner outlined the scope of services needed and proposed a fee. FJC's District Board of Trustees (Board) approved the master planner's contract for \$18,250.

April, 1980

FJC requests CPRC to reconsider its initial request of \$250,000 because of expected State capital outlay fund limitations.

May, 1980

FJC officials met with the city councilman in whose district the SMTC was to be located.

June, 1980

FJC learned from informed sources that the \$500,000 city HUD funds were in trouble due to HUD changes in priorities and growing resentment of some members of the black community to the SMTC.

July, 1980

The President sent a letter to the Mayor's office confirming FJC's commitment to the SMTC and its benefits to low and moderate income families in response to HUD questioning some of the activities funded through Community Development Program (CDP).

August, 1980

The city purchased the land for the SMTC for \$500,000 in CDP funds. The land was not transferred to the College until July, 1981.

September, 1980

City HUD spent \$4,000 in relocation expenses for the indigent people who were living on the property.

November, 1980

Admiral Geis, in whose memory the Marine Center was later named, died unexpectedly.

December, 1980

The SMTC project was approved by the SDOE as part of the Five Year Facilities Survey.

January, 1981

A City Council Resolution to convey the land to FJC was revised to allow more flexibility in the use of the land. The City initially rejected the wide latitude sought by FJC.

February, 1981

The City suggested a small parcel of the land be sold to a private owner. FJC's President responded that the College needed all the land for purposes of the long range plans of the SMTC.

June, 1981

EDA officials changed due to retirements and reassignments. CPRC was being phased out but the \$160,000 were in no danger.

EDA began monitoring FJC's actions on the SMTC more closely, and requested monthly phone updates.

July, 1981

FJC's Board accepted the land from the City of Jacksonville.

September, 1981

FJC authorized the architect to proceed with the development of a site master plan. Several sites were to be considered along with docks and slips for small boats and a wide pier for industrial use.

August, 1981

EDA warned FJC that there was a possible cut off of EDA funds after September, 1982. Some concerns existed that the project might be cancelled if funds were not obligated as required.

October, 1981

FJC requested the Soil Conservation Service Board to conduct a soil investigation and evaluation analysis.

Major on-site decisions were made and communicated to the architect.

November, 1981

More major on-site decisions were made to move the buildings closer to the water. These decisions required new and extensive permits and environmental regulation approvals.

December, 1981

Extensions to the construction schedule due to acquisition of additional permits were sought from EDA. Preliminary indication suggested EDA would not approve the extension. EDA requested more information from FJC.

January, 1982

Reynolds, Smith and Hills compiled a SMTC master site plan as a preliminary document for the preparation of construction documents.

FJC's Board approved and submitted educational specifications and the site master plan for the SMTC to the Florida Department of Education and EDA.

Mr. Spyros Drivas, FJC's resident architect, was assigned as the architect for the SMTC.

FJC's Board adopted a resolution to name the SMTC the Lawrence R. Geis Southeastern Marine Technical Center (Marine Center).

An engineering firm was hired to survey the land to identify additional data needed for permits.

The Marine Center educational specifications were completed in accordance with SBE rules.

U.S. Congressman Bennett received a call from an employee of the Jacksonville Shipyards who indicated funding for the Marine Center had been stalled. The Congressman wrote an inquiry to FJC's President

February, 1982

The President sent a letter to Congressman Bennett indicating the delay in use of construction funds was due to the need to comply with State rules. The President asked the Congressman to assist in assuring that the \$910,000 be held until the necessary permits were sought and construction was initiated.

The engineering firm completed its survey and submitted reports to FJC.

A new engineering firm was hired for engineering services.

A rezoning permit on the site property was sought from the City.

The Downtown Campus submitted some technical proposals to restructure programs that would impact the schematic plan of the Marine Center.

April, 1982

The EVP provided Congressman Bennett with an update on the progress made on the Marine Center.

May, 1982

Budget adjustments were made to accommodate expenditure needs not met due to the delay in access to federal construction funds.

A report was submitted to EDA justifying the relocation of the shop building as requested in 12/81. The report was complete except for one permit. A copy was sent to Congressman Bennett. FJC moved ahead into the design development phase of the Marine Center project.

Three phases to the project were reaffirmed for funding scheduling purposes. A construction planning budget was prepared based upon the schematic design.

June, 1982

The U.S. Department of Army Corps of Engineers (Corps) requested further information on the permit for the docking facility.

July, 1982

The Corps published notice of the public hearing on the permit request.

The Corps and the Department of Environmental Regulations (DER) conducted site visits and suggested modifications to the site plan.

A portrait of Admiral Geis was sought to hang in the Marine Center to be funded by friends of Admiral Geis.

FJC agreed with the Corps and DER to proposed modifications to move the pier and ramp to avoid 30 to 40 feet of wetlands. The site plan was revised by FJC's resident architect.

FJC informed EDA officials of changes required by the permits.

Several detailed tests and analyses were completed for DER.

August, 1982

The Phase One budget amendments were discussed and executed.

EDA expressed more concerns about delays in beginning construction.

September, 1982

DER placed a public notice in local newspapers announcing its intent to issue permits for construction and dredging activities.

FJC responded in writing and phone calls to EDA officials concerned over construction delays.

October, 1982

State Department of Natural Resources requested dredging fee payment. FJC asked its legal counsel to look into FJC's legal exemption for such fees. FJC's attorney wrote a letter contesting the fees to the State Department of Natural Resources.

FJC's Board approved site preparation plans. Bid notices were issued and FJC notified EDA officials.

Annual maintenance and operating costs were estimated by the Finance Department.

FJC asked DER to issue the permit without settling the payment dispute between two state agencies.

DER refused to issue the permit without dredging services. Another request was made to DNR to clear the project for DER so they would issue a permit.

Consultant engineers were asked to conduct additional tests for a storm water drainage permit.

November, 1982

Bid opening was moved from November 10 to November 16, 1982. A request to award the bid was submitted, as required by EDA.

It was estimated that the equipment needed for the Marine Center was housed on the Downtown Campus. No new equipment was needed at this time.

The site preparation contract for the Marine Center was awarded with a 60-day startup extension. EDA officials were notified.

December, 1982

DNR withdrew their request for dredging fees after FJC filed suit.

DER advised FJC that permits were still being held due to a lack of DNR clearance.

EDA approved an FJC request to award the bid contingent on acquisition of proper permits.

FJC explained the changes in assignable square footage for the Marine Center to the State Office of Educational Facilities.

An additional 30-day extension of the bid guarantee from the contractor was discussed, requested, and provided. EDA officials were notified.

DNR provided clearances to DER to approve the permit. The Corps permit was in its final stages. EDA was so notified.

January, 1983

Final site permits for dredging and pier/boat ramp construction were issued by the Corps and DER. EDA reviewed permits. A letter was prepared indicating no change of scope to the project (changes would be paid by non EDA funds).

Responses to State questions on schematic documents were provided.

EDA finally approved the Marine Center project contingent on approval of final construction documents.

February, 1983

Site preparation work commenced.

U.S. Navy personnel were asked by FJC to review the plans and specifications of the Marine Center. They offered six relatively minor comments on the curriculum plan.

A special publication was developed on the Marine Center to be used for additional fund raising activities and legislative requests.

March, 1983

Groundbreaking ceremonies were held. The complex was named the Lawrence R. Geis Southeastern Marine Technical Center.

Proposals for an informal rendering of the Marine Center were received. The rendering was to be a gift for Mrs. Geis.

The schematic plans for the shop building were completed and approved by the Board.

More permits were sought from the DER for bulk heading and the construction of an on site pier.

April, 1983

FJC provided EDA with the first project status report.

A progress report was provided to College officials regarding site preparation construction activities.

The Board approved construction documents to go out on bid. Documents were submitted to EDA for approval.

An equipment schedule was developed and reviewed.

May, 1983

Budget change orders were executed to finance relocations of fences and roads due to easement barriers.

June, 1983

The Florida State Legislature funded \$1.9 million for a special project to build Phase Three, (the construction of the pier and dredging) and to rearrange and reorganize occupational shops at the Downtown Campus effected by the move to the Marine Center.

EDA approved Phase Two construction documents to go out to bid.

Survey results indicated cavities in the building site so FJC decided to build on a pile foundation at the additional cost of \$50,000.

Preliminary plans were reviewed by Downtown Campus staff and sent to SDOE for approval.

July, 1983

SDOE approved the preliminary phase II planning documents.

The Board authorized \$440,000 additional funds for Phase One from unused construction funds and expected FY84 construction funds.

Site development work was completed. Bid opening for the construction package was opened.

August, 1983

Funds were encumbered and expended in priority order to ensure use of federal funds before the fiscal year expired.

The State inspected the site development work. EDA approved and FJC awarded the construction bid.

Educational specifications for Phase II were developed and reviewed.

September, 1983

A portion of the road adjacent to the Marine Center was closed.

Site development contractors were paid. Construction was started and all funds were committed.

October, 1983

FJC provided a project status report to EDA.

Final documents required of EDA prior to the beginning of the actual grant disbursement were mailed to Atlanta.

November, 1983

FJC began searching for a suitable ship to tie up to the dock.

January, 1984

Final construction fell slightly behind schedule and a revised schedule was developed and sent to EDA. An estimated completion date was set for the Fall of 1984.

APPENDIX E
A CHRONOLOGICAL LISTING OF EVENTS IN THE
COLLEGE ADMINISTRATION BUILDING PLANNING ACTIVITIES

December, 1974

FJC's administration recommended to the District Board of Trustees (Board) that collegewide administrative offices be moved from the Kent Campus to a downtown location.

March, 1975

Collegewide administrative offices were moved to the Universal Marion Building located in the downtown area of Jacksonville. Three floors of the building were leased until March, 1982.

June, 1979

A review was conducted of the location and housing of FJC's collegewide administrative offices. This review included location of suppliers, commute of employees and parking needs, mass transit needs, needs for consolidation of services, etc. In addition, the review identified collegewide administrative functions and their interrelationships; present, past, and future space requirements; and estimations of construction costs.

July to November, 1979

The Charter Co. purchased the Universal Marion Building and approached FJC about moving out of the facility early. The Charter Co. offered to provide, rent free, other alternative facilities to the College for the duration of the lease. FJC accepted their offer and began preparations for the move to other facilities.

December, 1979

The Director of Facilities revised FJC's prospectus documents about the urban development of FJC for internal administrative review only.

The Board decided to build a new facility to be called the College Administration Building (CAB) in the downtown area using fast track construction management techniques.

The Turner Construction Co. developed the nucleus of a Master Plan for CAB.

A detailed schedule of critical dates from December, 1979, to January, 1980, was developed for facilities planning activities beginning with Organizational Development team selection on 12/21/79.

Facilities planning concepts were presented for information to the Facilities Committee of the Board in a written report. The report contained planning assumptions related to future locations; required gross square footage; State regulations on administrative functional requirements and purchase approvals; the selection process for architects; preferred construction techniques; funding request strategies; selection of construction manager; and project priorities.

The Executive Vice President (EVP) established and appointed members to a CAB Building Planning Committee to develop educational specifications for the CAB. The Director of Facilities was appointed chairman; formal minutes were to be recorded and distributed to the Office of the President.

The Board instituted procedures to obtain services of an architect.

January, 1980

Committee members were requested to develop square foot requirements for their areas and submit them on special forms identified in the Administrative Procedures Manual (APM).

Negotiations with representatives of the City of Jacksonville were initiated for the purpose of buying the land from the City. An appraisal was requested.

The architectural/engineering firm bidding process was initiated.

February, 1980

The Director of Facilities prepared a funds analysis and budget estimate for the new CAB building

Rental/lease comparative data gathered by FJC in 1979 were revised in 1980 and projected for 1982 to back up FJC's request to the State for an exception to SBE Rules governing the schedule of priorities.

Departmental square footage draft requests were analyzed by FJC Facilities Department staff.

Turner Construction Co. agreed to serve as construction manager; fee proposals were sought.

Kemp, Bunch and Jackson, Architects, Inc. (KBJ) agreed to design the CAB; fee proposals were sought.

The CAB project fell under new regulations of the Development of Regional Impact Program (DRI).

March, 1980

Bids were closed for the architectural survey.

The CAB Planning Committee met with a formal agenda to discuss the preparation of educational specifications; a target date was set for March 19, 1980. Procedures and samples were distributed.

It was decided that KBJ would coordinate all engineering, (soil) testing, inspection, and surveying.

Members of the CAB Building Planning Committee received revised standards for educational specifications.

The Board approved CAB educational specifications. (Eventually, the first draft was sent to the State Department of Education on May 23, 1980.)

Facilities Department staff met with City officials to discuss problems about the purchase of the city-owned land. (Members of the City Council were split on backing the sale; the Mayor wanted to limit the parking space because of the planned people mover). FJC submitted a revised proposal to the City to purchase the property.

April, 1980

Turner Construction Company indicated the need to renegotiate their contract if the land acquisition fell through.

FJC anticipated costs should the land deal fall through and terminate the project.

The Board approved the purchase of the site and made an offer to the City.

The Board awarded the architect's contract subject to the purchase of the land. The Site Master Plan was developed for EVP review.

May, 1980

Draft educational specifications were sent to the SDOE.

Space assignments on each of the four equally sized floors were established for all CAB departments. Certain criteria and considerations were established to support the assignments.

The construction manager indicated concern for delays caused by not being able to acquire the land and thus not executing the architectural contract.

Draft copies of the educational specifications were submitted to the Florida DOE for review.

Three blueline prints of the architectural survey were provided.

FJC requested advanced approval for water and sewer service and connections.

The architect's contract was still not signed.

FJC acquired the land from the City of Jacksonville.

June, 1980

A PERT chart of construction activities was developed from June, 1980 to May, 1981.

Turner Construction Company certified insurance for the project.

SDOE approved draft educational specifications.

The Law Engineering Testing Company completed a geotechnical exploration for foundation design and site preparation.

The Phase I date was set for July 1, 1980. Phase I included schematics (floor plans), life cycle cost, energy efficiency, and conservation analyses. Phase I was developed from the educational specifications.

Proposed reorganization changes were incorporated into square footage allocations.

July, 1980

The construction manager estimated expenses for FJC to accrue funds (in lieu of invoices).

The architect's contract was finally signed.

The architect submitted Phase I schematic documents to FJC.

FJC administrative offices were moved to temporary facilities located in the downtown area where the offices stayed until the new CAB was finished.

August, 1980

File numbers were established for each of the nine bid packages.

Phase I, or schematics, were sent to SDOE and department heads in CAB which established the basic size and shape of the building, location of services, and general structural plans. Individual floor plans were modified several times as a result of architect and supervisory review. Changes were based on major planning assumptions.

An analysis of energy alternate designs was conducted by consulting engineers and a report was submitted to FJC. (In November, 1980, budget costs were adjusted due to the Iran/Iraq situation and resulting oil shortage and price increase projections.)

September, 1980

Facilities Department staff distributed CAB planning concepts on which schematic plans were to be developed. Planning assumptions included space allocations based on studies of existing facilities per department and approved allocations per position classification.

October, 1980

FJC submitted a building permit to construct a 77,000 sq. ft. building.

Permits were sought for water and sewer service.

Consulting engineers developed an eleven page construction phase task/event schedule to coordinate with the architect for the period 10/10/80 to 12/08/80.

Ground breaking ceremonies were held.

November, 1980

A detailed planning budget for the CAB project was developed.

December, 1980

After floor plans were finalized, furniture and equipment plans were developed. Standard equipment lists and floor plans were provided to department heads to develop and submit a department request for furniture.

A major five-year collegewide facilities survey was conducted and CAB was placed on the new Project Priority List.

January, 1981

The insurance company paid on an accident claim.

Bids 4-7 were awarded for \$381,000 over budget.

Bids 1-2 were awarded for \$210,000 under budget.

February, 1981

The EVP Advisory Council participated in developing a proposed design for the employee lounge area.

Budgets were adjusted to include contingency funds for change orders and unknown future bids such as the telephone bid.

March, 1981

Departments completed surveys on file storage needs.

April, 1981

An analysis of the new CAB was conducted with respect to work area per employee, total potential work stations, and work area per potential work stations. A chart depicting assignable square footage was provided.

Each Thursday morning the superintendents and foremen met to review work in progress and to sequence and schedule work.

Facilities Department staff requested the State Department of Transportation to modify State Street to provide for a bus drop off lane.

May, 1981

The vertical plumbs of all exterior columns were certified by professional land surveyors.

A further analysis of work area per employee was conducted within each department.

The construction manager provided regular progress reports.

The first floor layouts of the security and kitchen areas were developed.

Work areas per employee, total potential work stations, and work areas per potential work stations were analyzed and charted.

CAB floor plans were developed for final review.

June, 1981

The Director of Facilities developed another fund analysis and revised the overall planning budget.

The prime contractor held a pre-construction and coordination meeting on the ceiling system.

Job progress schedules were provided by the construction manager.

A meeting was held to coordinate the mechanical, plumbing, and electrical drawings.

Jacksonville's Department of Health, Welfare & Bio-environmental services advised FJC that deleterious airborne dust from the paved highway was a possible violation of the ambient Air Standards. FJC advised contractors to begin parking and driving on grassed areas.

Parking spaces were assigned to administrative staff, handicapped persons, and visitors.

July, 1981

The construction manager advised FJC and the architects of delays due to the lack of furniture lay-out drawing.

August, 1981

The construction manager informed four subcontractors that because they were falling behind schedule, future payments would be related to timely responses and completion of inspection reports.

The Director of Data Processing surveyed all departments concerning the location of computer terminal outlets and developed a recommendations to the EVP.

September, 1981

Ceilings were inspected.

Emergency phone numbers were provided for off hours.

Worksheets were designed and used to establish proper signage in all areas throughout CAB.

October, 1981

A progress schedule for CAB was revised by the construction manager.

The overall budget was summarized and reviewed.

Minor revisions to CAB floor design sketches were reviewed by administrators and forwarded to the architect to incorporate into the building plans.

November, 1981

The HVAC and electrical work was inspected.

Revisions to furniture plans were submitted to the architect.

December, 1981

FJC reviewed and changed door sign information.

A temporary water use permit was requested.

January, 1982

The Law Engineering Testing Company provided field and moisture density reports.

February, 1982

The construction manager was asked to determine all architectural design errors and omissions.

The first floor architectural inspection took place.

Furniture and equipment shipments began arriving.

The Environmental Balance Corporation conducted the final test and balance of the HVAC system.

March, 1982

The Automation system underwent final inspection.

Occupant move-in commenced.

Budget adjustments were made to previous budget allocations through change orders.

A discrepancy surfaced between the architect and FJC on additional service costs.

The services of the contract manager were extended one month beyond original terms.

Facts about the new building were compiled for public relations publications and announcements.

April, 1982

FJC requested a list of all major pieces of equipment and corresponding costs to install them in CAB.

December, 1982

The Turner Construction Company requested final payment except \$500 which left the contract open to resolve certain items.

September, 1983

Turner Construction Company requested final payment to close the contract.

October, 1983

FJC closed the final contract with Turner Construction Company.

APPENDIX F
A CHRONOLOGICAL LISTING OF EVENTS
IN THE CERTIFICATION PROGRAM PLANNING ACTIVITIES

April, 1979

The Director of Personnel provided the Executive Vice President (EVP) with a list of all employees whose certificates were due to expire June 30, 1979.

The Administrative Assistant to the Director of Personnel met with State Board of Education (SBE) staff in Tallahassee and reported her concerns about FJC's lack of preparedness to take over certification from the State.

The (Florida) Presidents Council voted to withdraw community colleges from mandatory State teacher certification. FJC's President was the only dissenting vote.

June, 1979

The SBE repealed its rules regarding the State Department of Education (DOE) certification of community college personnel effective July 1, 1979.

July, 1979

FJC determined its current Board Rules did not adequately address certification for non-degree administrative and instructional personnel.

The EVP notified all employees that FJC would certify personnel through the Personnel Office following the same guidelines used by the State; FJC applications were distributed.

The Personnel Department began issuing FJC certificates based on State guidelines.

August, 1979

The Personnel Department acquired and analyzed certification policies and criteria of other Florida community colleges.

FJC's District Board of Trustees (Board) modified its Rule on Certification to reflect a policy of certification by the College based on State guidelines for one year.

April, 1980

The President's Cabinet established an ad hoc Certification Committee to recommend a new Board Rule on certification and the structure for a permanent College certification committee. Seven members were appointed. The Cabinet appointed the Provost of the Downtown Campus as chairman.

May, 1980

The Board modified Board Rule 6Hx7-4.4 on Certification regarding the employment of non certificated instructional personnel.

The ad hoc Certification Committee began meeting weekly to develop a Board Rule on certification to be effective July 1, 1980.

The ad hoc Certification Committee adopted certification guidelines based on the Florida state guidelines.

The ad hoc Certification Committee recommended that a certification specialist be funded through Staff and Program Development (SPD) funds for three years.

Minor changes to the Board Rule were recommended by the President and adopted by the Board.

June, 1980

The ad hoc Certification Committee submitted a recommendation for a Board Rule change to the EVP.

The Board modified its Board Rule to accept State certificates as long as it was valid.

July, 1980

The ad hoc Certification Committee met to brainstorm the structure and role of a permanent certification committee.

Administrative policies and procedures were approved that outlined the procedures for issuing teaching certificates in vocational and technical programs.

August, 1980

The ad hoc Certification Committee met to discuss the process for submitting its final recommendations to the Cabinet.

The ad hoc Certification Committee met again to define the structure and role of a permanent certification committee.

September, 1980

The ad hoc Certification Committee submitted its recommendations to the Cabinet.

October, 1980

The ad hoc Certification Committee presented the Cabinet with a position paper recommending a Professional Credentialing Committee (PCC) be established with five administrators and five faculty.

The President established and appointed eleven members and a chairman to a new and permanent PCC. The charge of the PCC was "to recommend to the President's Cabinet criteria and procedures for professional certification at FJC within the guidelines and procedures presently established". The recommendations were to be submitted to the Cabinet by April 1, 1981.

November, 1980

FJC issued a news release announcing the formation of the PCC.

Minor changes to the Board Rule were adopted by the Board.

PCC held its initial meeting and established a variety of subcommittees.

December, 1980

The Director of Staff and Program Development (SPD) submitted comments to the Cabinet on the proposal submitted by the ad hoc Certification Committee regarding the use of SPD funds for the specialist and the lack of direct participation on the new PCC by SPD staff.

Members of PCC met with members of the subcommittees to provide specific tasks and assignments.

FJC issued a news release about meetings to be held in January, 1981, for faculty to explain a process for considering professional certification at FJC.

Some FJC faculty expressed objections during a meeting of the FJC Faculty Senate about the method by which the administration was deciding instructor qualifications.

January, 1981

Members of the PCC and its subcommittees held information meetings on all four campuses to give and gather information on draft documents.

PCC subcommittees provided periodic progress reports to the PCC steering committee.

PCC subcommittees proposed initial certification requirements to the PCC.

February, 1981

PCC met to review draft procedures. Members were asked to format their draft criteria into standardized formats.

March, 1981

PCC submitted its first drafted recommendation to the President's Cabinet.

The President's Cabinet began eight months of gathering opinions and reactions to the drafted recommendation. PCC met several times more to review and adjust the draft document. Each modification received a formal motion, second, majority vote, and notice in meeting minutes.

April, 1981

Faculty members responded to the drafted procedures, standards, and criteria.

PCC informally reviewed all full-time faculty credential records to determine the general standing of the faculty based on the proposed standards and criteria. PCC submitted a summary report of its findings to the Cabinet for review.

June, 1981

Revisions were made and a summary of another collegewide faculty credential review based on revised standards and criteria was prepared for the Cabinet.

July, 1981

The Cabinet gave the PCC all the opinions and reactions gathered by the Cabinet and asked the PCC to summarize and evaluate them for discussion with the Cabinet.

July, August, September and October, 1981

PCC summarized and evaluated all the feedback and discussed each one with the President's Cabinet.

October, 1981

PCC submitted the final draft of the report to the President's Cabinet along with a proposed implementation schedule. The President distributed the final draft of the new Certification System to the College and announced another series of open meetings for discussion with the faculty.

November, 1981

The President invited the full-time faculty to information sharing meetings on each campus to be chaired by the Provost to discuss the new standards and criteria in detail. Written comments were also solicited.

Open meetings were held on the campuses for faculty to discuss the final draft.

Procedures were initiated for employing a new Certification Specialist.

The Cabinet chose not to submit a new Board Rule to the Board.

December, 1981

The Director of SPD sent a memo to the EVP after reviewing the Certification System concerning the impact on SPD resources and services.

PCC summarized all the written and oral comments submitted to the Cabinet and made a final recommendation on each comment.

January, 1982

The President's Cabinet made final revisions to the proposed plan and asked the chairman of the PCC to prepare the document in booklet format.

The PCC continued to meet with the Cabinet over revisions to the certification requirements and the implementation schedule.

February, 1982

The President's Cabinet asked the Director of SPD to develop a proposal for a collegewide workshop for all administrators to discuss the need for consistent administration of the new System.

March, 1982

The President distributed the final Certification System booklet throughout the College.

April, 1982

The Director of SPD submitted a proposed orientation program to the Cabinet via the Executive Vice President.

The President's Cabinet accepted the proposed Plan for Implementation with several modifications and asked SPD to proceed with the scheduling of a workshop for all administrators.

The President's Cabinet revised the Implementation Plan, the orientation workshop, and the timeframe for implementation.

May, 1982

The Director of SPD resubmitted the Implementation Plan on the new Certification System.

A letter went to all faculty regarding the need to forward to the Personnel Department all certification documentation of education and completion of required certification activities. Documentation was required by May 31, 1982.

A revised Implementation Plan was approved by the President's Cabinet.

A collegewide orientation workshop was held for all administrators.

Administrators attended mini-workshops where they practiced using the forms for evaluating faculty certification documentation.

Division chairpersons met with their full-time faculty to review personnel folders to ensure that all original transcripts and other required credential documentation were complete.

June, 1982

The Personnel Review Board authorized the issuance of temporary FJC teacher certifications from July 1, 1982, to June 30, 1983, for qualified administrators.

The Personnel Department sent copies of faculty academic documentation to Division Chairpersons.

Supervising administrators reviewed documentation with faculty; faculty were asked to obtain missing documentation.

Supervising administrators established a working file on each faculty member in which the Faculty Credentialing Evaluation Form and other certification related documents were filed.

The Personnel Department reviewed official faculty files.

Another workshop was held for administrators who supervised faculty to practice interpreting and evaluating credentials.

Minor changes to the Board Rule were adopted by the Board.

July, 1982

Campus deans forwarded completed forms to the Provosts who returned them to the supervising administrators who reviewed them with the faculty.

PCC submitted more recommendations to the President's Cabinet for emergency action.

Supervising administrators reviewed, evaluated, and categorized faculty Credential Evaluation Forms and forwarded them to the dean for review and approval.

August, 1982

The Personnel Department began issuing certificates valid from 1982 to 1987 to faculty, as appropriate.

The Directors of Personnel and SPD reviewed additional recommendations submitted by the PCC as requested by the President's Cabinet.

Supervising administrators forwarded lists to the Personnel Department on the certification status of their faculty.

Faculty on Term III or IV contracts developed Professional Development Plans with their supervising administrators.

September, 1982

The appeal process was initiated by several faculty.

The EVP thanked the members of the PCC and commended them on their contribution in the development "of this most important project" and disbanded the committee.

October, 1982

The Director of Personnel provided a statistical breakdown of the progress made with the FJC credentialing process as of October, 1982.

The SPD Department reviewed and returned Professional Development Plans to supervising administrators.

The SPD Department established a file of record for Professional Development Plans and other related recertification documentation.

Faculty not on Terms III and IV contracts developed Professional Development Plans and submitted them to the Provosts who reviewed them and forwarded them to the SPD Department.

November, 1982

The Director of Personnel provided a professional credentialing summary report to the Personnel Review Board for information and discussion.

December, 1982

More Professional Development Plans were developed by faculty and filed in SPD.

January, 1983

The Personnel Review Board approved two certification amendments that dissertations and theses hours may be used for certification. Formal coursework was required for those certified before January 1, 1983.

The Personnel Review Board asked the Director of Personnel to work with the Director of SPD to develop a process for providing faculty with periodic progress reports on their Professional Development Plans.

February, 1983

Discrepancies between the FJC certification system and proposed faculty Professional Development Plans were surfaced from SPD to the Director of Personnel. The Personnel Review Board modified the proposed Professional Development Plans accordingly.

June, 1983

Temporary administrator certificates were renewed for another year.

October, 1983

The Personnel Review Board approved minor modifications to the Certification booklet for vocational education.

The Personnel Review Board decided that the Board Rule on Certification be changed to comply with the approved guidelines.

November, 1983

Changes to the Board Rule were adopted by the Board.

APPENDIX G
A CHRONOLOGICAL LISTING OF EVENTS IN THE
PERSONNEL PAYROLL SYSTEM PLANNING ACTIVITIES

October, 1980

A collegewide study identified the need for a new personnel payroll system.

April, 1981

The President's Cabinet established a User Task Force; members and a team leader were formally assigned.

May, 1981

The Task Force met to discuss: (a) process; (b) tentative schedules; and (c) possible components of the system.

The Task Force developed general system features and a preliminary needs assessment.

The Task Force presented to the President's Cabinet the following steps for developing a new system: (a) survey and analyze user problems and needs; (b) conduct data analysis; (c) prepare formal user system requirements; and (d) study alternatives and developing and acquiring a system.

Members of the Task Force conducted interviews with departments in CAB to identify needs.

June, 1981

Members of the Task Force analyzed data.

Members of the Task Force developed preliminary needs assessment reports, and surfaced local and state policy and procedural questions.

Members of the Task Force developed priorities within the scope of the system. Three phases for development were established.

July, 1981

The Task Force revised the tentative schedule.

August and September, 1981

Vendors presented demonstrations of software.

The Task Force evaluated vendor software using a quantified evaluation process.

October, 1981

Data Processing Department programming staff presented a system option developed in-house.

The Task Force Evaluated all vendor and in-house proposals, and prepared a recommendation.

The Task Force provided a report to the District Board of Trustees on an update on Task Force activities, and discussed the possibility of presenting a recommendation to the Board at its next meeting.

November, 1981

The Board approved the purchase of a system from Integral Systems not to exceed \$110,390.

January, 1982

The Board authorized negotiations with another vendor, Westinghouse Data Score Systems, because negotiations with Integrated Systems stalled.

April, 1982

The User Task Force was dissolved and a new Implementation Task Force was appointed.

FJC executed a contract with the vendor.

The vendor sent system documentation to FJC.

May, 1982

More staff from the Data Processing Department were assigned to the project.

FJC received the computer tape from the vendor.

The Task Force held its first organizational meeting.

June, 1982

The vendor project team leader met with members of FJC's Task Force and campus business managers for an introductory presentation.

The Task Force surfaced the first set of policy and procedural issues using a new form to describe the issue and structure a response.

The Task Force revised the implementation schedule.

July, 1982

The vendor conducted training sessions with members of FJC's Task Force.

August, 1982

Weekly meetings of the Task Force were scheduled from August, 1982 to June, 1983.

September, 1982

FJC met with the vendor to design the system.

FJC began experimenting and testing the system.

Members of the Task Force developed a final recommendation and implementation schedule.

The first administrative review of four policy issues transpired.

October, 1982

Members of the Task Force began meeting each week in addition to special work sessions.

A key member of the team from the Data Processing Department unexpectedly resigned from the College.

December, 1982

Task Force members used a new task analysis form.

January, 1983

The second administrative review of policy and procedural issues transpired.

The Task Force began regularly providing written status reports.

The Task Force revised the implementation schedule and priorities.

February, 1983

Executive sessions were initiated to review the monthly status of projects.

March, 1983

An action and implementation plan was developed with plans for actions, plans for information sessions at each Major Administrative Unit, and training activities for departmental and general users.

Members of the Task Force were relieved of all duties other than those associated with implementation of the system.

Networking began with other institutions using the Westinghouse system.

Special conference rooms were reserved for exclusive use by the Task Force.

April, 1983

Information sessions were held with career employees and members of the President's Cabinet.

May, 1983

More terminals were requested and approved for the Payroll Departmental.

Scheduled testing was postponed until June, 1983.

The project implementation schedule was graphed and charted by task and date.

A detailed implementation schedule was developed for the period from May, 1983 to June, 1983.

The installation of system interfaces with other business systems was scheduled.

Testing continued. The target date was still set for July 1, 1983.

Documentation was planned for development throughout June, 1983.

Adjustments were made to provide more full-time support through release time.

June, 1983

The user manual was developed, but the system still was not operational.

A special planning meeting was held to revise the new implementation schedule.

July, 1983

Policy issues were implemented in the old payroll system.

August, 1983

Written weekly status reports to the Executive Vice President were prepared by the team leader.

A new implementation completion target date was set for January 1, 1984.

September, 1983

A second key member of the team from the Data Processing Department resigned unexpectedly from the College.

November, 1983

A Task Force member traveled to San Francisco to attend a meeting of the User Association of the Westinghouse Personnel Payroll System.

Formal minutes of each meeting were prepared and forwarded to the Executive Vice President.

December, 1983

A special information meeting was held with campus business managers to inform them about features and operations of the new system.

January, 1984

The system still was not operational due to persistent conversion testing problems. A revised completion date was set for March, 1984.

APPENDIX H
FINANCE DEPARTMENT ORGANIZATION CHARTS

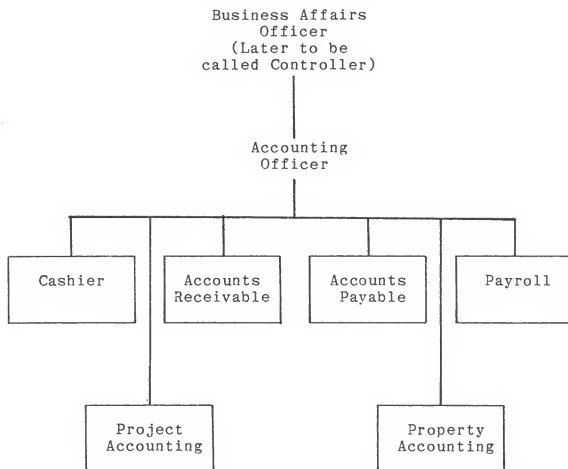


Figure H-1
Finance Department Organization Chart, 1978-79

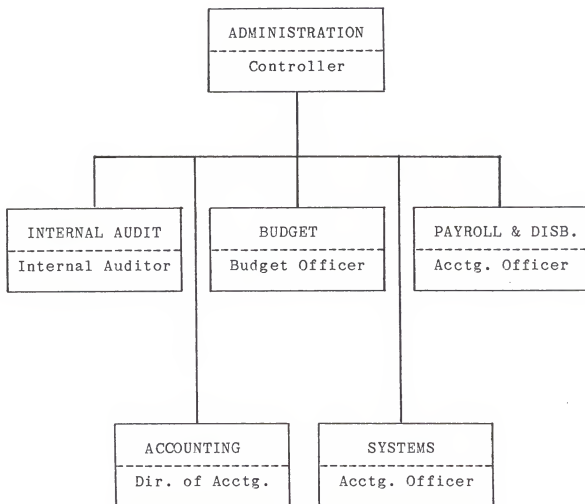


Figure H-2
Finance Department Organization Chart, 1979-80

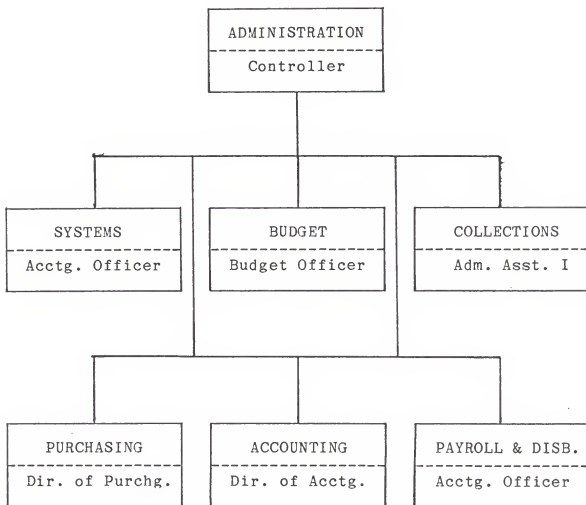


Figure H-3
Finance Department Organization Chart, 1980-81

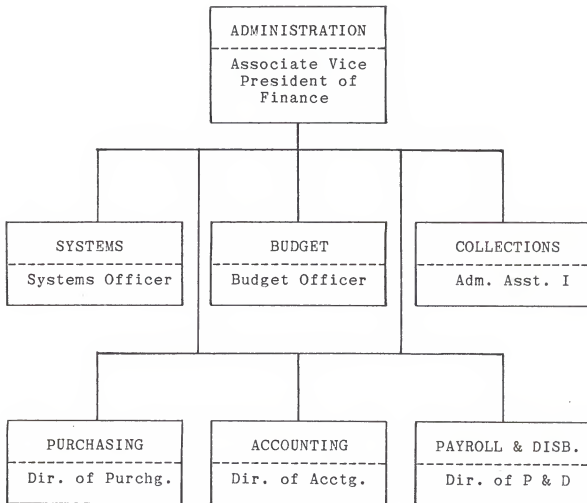


Figure H-4
Finance Department Organization Chart, 1981-82

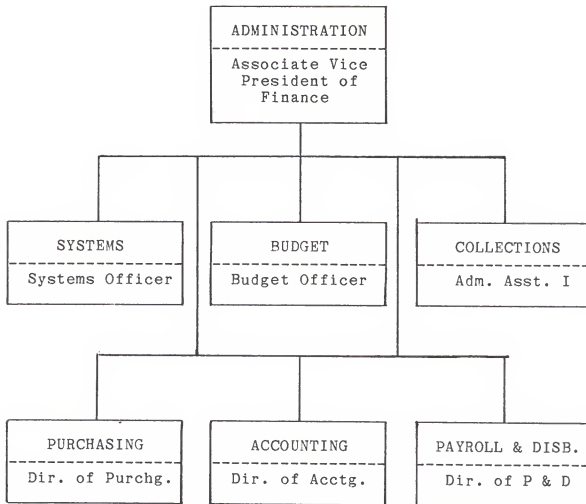


Figure H-5
Finance Department Organization Chart, 1982-83

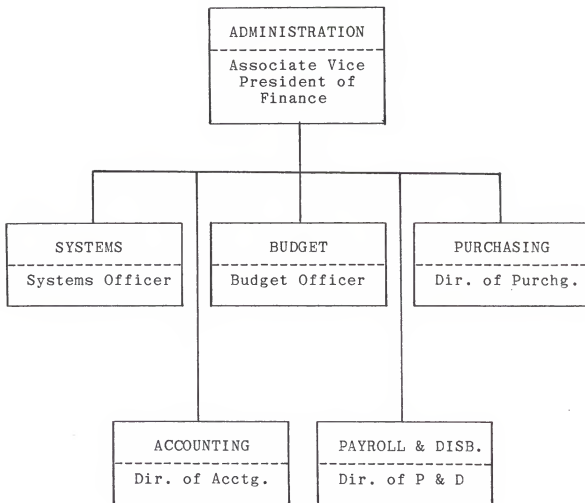


Figure H-6
Finance Department Organization Chart, 1983-84

APPENDIX I
BUDGET DEVELOPMENT DOCUMENT LISTS

FY79 Budget Development Documents

The following budget forms and lists were provided in the FY79 budget instruction package:

- Payroll Listing Form
- Department Master List - Salaries
- Department Master List - Current Expense
- Monthly Departmental Ledger Reports for FY 79 Requests
- Forms for Federal Projects out of CCMIS Manual
- A list of General Ledger Codes for Reference

FY80 Budget Development Documents

The following budget forms and lists were provided in the FY80 budget instruction package:

Phase I

- Payroll Listing Form
- Position Code Directory Listing
- Department Master List (by campus)
- New and Non-funded Position Request Form
- Temporary Salaries - Credit Courses
- Temporary Salaries - Non College Credit Courses
- Current Expense and Capital Outlay Justification Form
- Shift and Snapper Pay Form
- Annual Budget Request Worksheet
- Institutional Membership List
- Program Analysis Form: Goals, Objectives, and Activities

Phase II

- Summary Sheet - Revenues and Expenditures
- Special Allocation Request: Summary Sheet
- Special Allocation Request: Personnel Costs
- Special Allocation Request: Current Expenses
- Special Allocation Request: Capital Outlay
- New Position Request Form

FY81 Budget Development Documents

The following budget forms and lists were provided in the FY81 budget instruction package:

- Review Chart for Each Account
- Program Goals
- Program Objectives
- Program Alternatives
- Program Budget Resources Request
- Position Directory Form
- Payroll Listing Form
- New Position Request
- Annual Budget Worksheet - Salaries
- Annual Budget Worksheet - Current Expense
- Annual Budget Worksheet - Capital Outlay
- Student Semester Hour Assignments
- Part-time Instructional Costs
- Non-Instructional Temporary Costs
- Institutional Membership Forms
- Indistrict Travel Request
- Out of District Travel Request
- Student Travel Request
- Renovation Request
- Equipment Request
- Equipment Summary Form

Phase II

- Part-time Employees New Position Request Form
- Part-time Non-Instructional Costs
- Personnel Services Summary
- Current Expense Request
- Current Expense Summary
- Capital Outlay Budget Request
- Capital Outlay Summary
- Major Administrative Unit Summary Sheet

FY82 Budget Development Documents

The following budget forms and lists were provided in the FY82 budget instruction package:

Phase I

- Personnel Position Directory
- Payroll Listing Form
- Annual Budget Worksheet - Salaries
- Annual Budget Worksheet - Current Expense
- Annual Budget Worksheet - Capital Outlay
- New Position Request Form

Indistrict Travel Request
 Out of District Travel Request
 Student Travel Request
 Institutional Membership Justification Form
 Institutional Membership Summary Request
 Other Travel
 Furniture and Equipment Request Form
 Furniture and Equipment Request Summary Form
 Maintenance and Renovation Request Form

FY83 Budget Development Documents

The following 11 decision packages were used in the FY83 budget development process:

1. Full-time Personnel
2. Part-time Non-Instructional Personnel
3. Part-time Instructional Personnel
4. Fixed costs - Current Expense
5. Other Current Expense
6. Institutional Memberships
7. Publications
8. Learning Resources (700 monies)
9. Instructional Equipment
10. Non-Instructional Equipment
11. Renovation/Maintenance/Minor Construction

Phase II of the FY83 budget development process used the following seven decision packages:

1. New Position Requests
2. Instructional Part-time Personnel
3. Temporary Part-time Personnel
4. Student Assistants
5. Other Current Expense
6. Non-Instructional Equipment
7. Instructional Equipment

The following budget forms and lists were provided in the FY83 budget instruction package:

Phase I

Department Master List - Current Expense
 Department Master List - Capital Outlay
 Decision Package Summary Sheet, by MAU
 Request for Account Change
 Annual Budget Worksheet - Current Expense
 Annual Budget Worksheet - Salaries

Annual Budget Worksheet - Capital Outlay
 Indistrict Travel Request
 Out of District Travel Request
 Student Travel Request
 Other Travel
 Institutional Membership
 Publications Planning and Approval Form
 Publications Budget Request Form
 Instructional Furniture and Equipment Request
 Non-Instructional Furniture and Equipment Request
 Maintenance/Renovation/Minor Construction Request For
 New Position Request Form
 Permanent Part-time Request Form
 Shift Pay Request Form
 Instructional Part-time
 Instructional Part-time Summary
 Instructional Part-time Request - Credit Worksheet
 Instructional Part-time Request - Non College Credit
 Worksheet
 Temporary Part-Time Request Form

Phase II

MAU Priority Listing
 New Position Request
 Instructional Part-time Request
 Temporary Part-time Request
 Student Assistant Request Form
 Non-Instructional Equipment Request
 Instructional Equipment Request

BIOGRAPHICAL SKETCH


Barbara A. Lembcke is a native of the San Francisco Bay Area where she attended high school and studied as an undergraduate student at the University of California at Berkeley. She graduated from UC Berkeley in 1965 with a BA in Sociology. After serving one year on the Berkeley campus as a Student Activities Advisor, Ms. Lembcke decided to begin graduate studies in Student Personnel Administration at Syracuse University. She received her MA in Student Personnel Administration from Syracuse University in 1968 and moved to Florida to work at the University of Florida in Gainesville, Florida.

From 1968 to 1971, Ms. Lembcke was active in residence hall work at the University of Florida with emphasis in programming and counseling for upper and lower division students living in coed residence halls.


In 1971, Ms. Lembcke moved to Washington, D.C. where she was Assistant Dean of Students at George Washington University (GWU). After three years of serving as a student personnel generalist at GWU, she briefly interrupted her professional career for three years to raise two young sons.

In 1977, Ms. Lembcke returned to higher education in Florida as a staff development coordinator at Florida Junior College at Jacksonville (FJC). By 1982, she had been appointed Assistant to the Executive Vice President at FJC where she remained active in institutional planning throughout her doctoral studies at the University of Florida in Gainesville, Florida.


I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


James L. Wattenbarger, Chairman
Professor of Educational
Administration and Supervision

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


John M. Nickens
Professor of Educational
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I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


Arthur J. Lewis
Professor of Instructional
Leadership and Support

This dissertation was submitted to the Graduate Faculty of the Department of Educational Administration and Supervision in the College of Education and to the Graduate School and was accepted as partial fulfillment of the requirements for the degree of Doctor of Philosophy.

August 1984

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Research